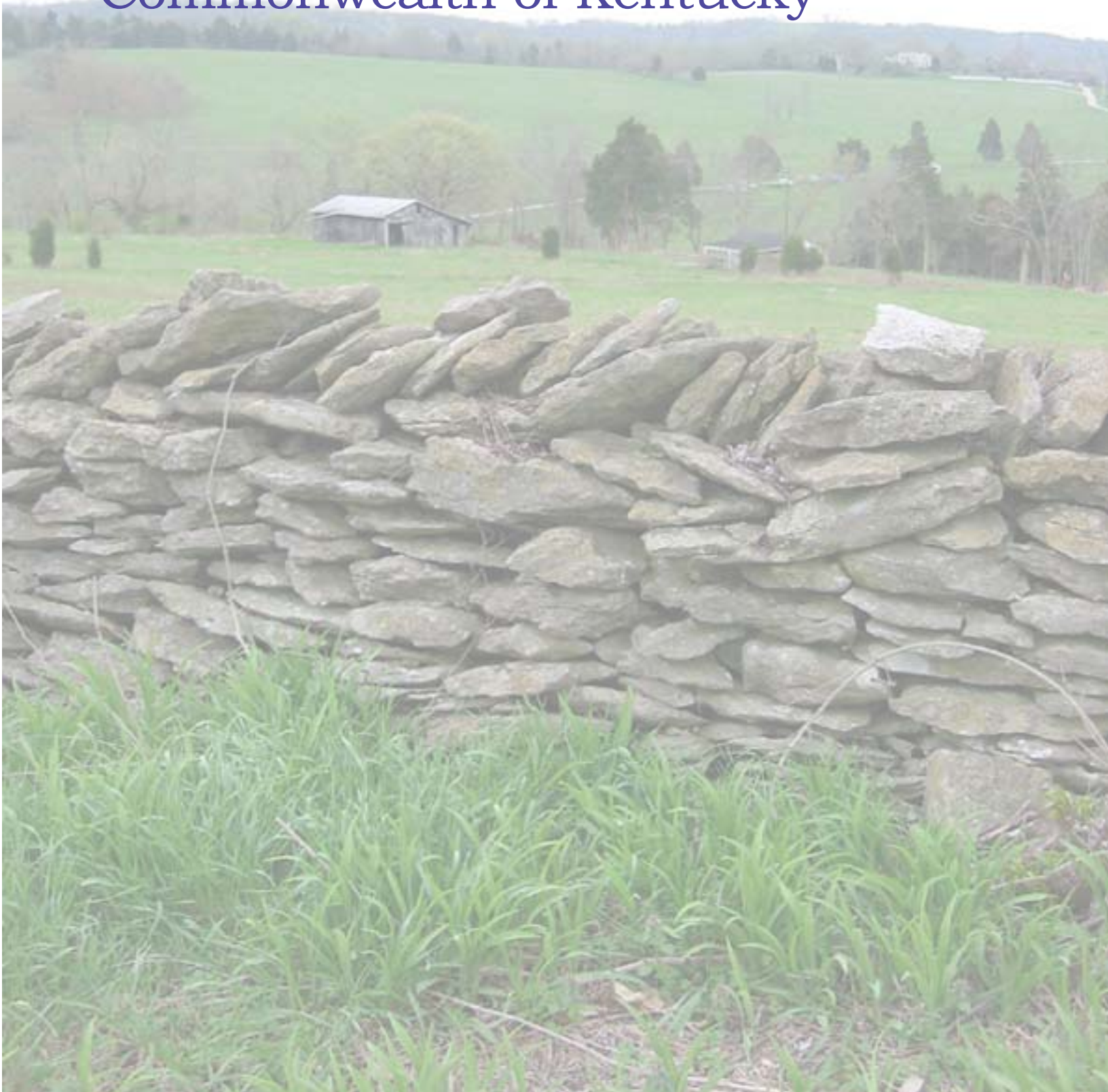


Planning to Preserve: The 2004 State Historic Preservation Plan for the Commonwealth of Kentucky



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The mission of the Kentucky Heritage Council is to partner with Kentuckians to strengthen preservation networks, so that our historic places are valued, protected, and used to enhance the quality and economy of our communities.

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Foreword

After more than a year of planning meetings with individuals and preservation organizations throughout the state, input from community leaders and preservation partners, and a hard look at both achievements and work yet to be done, I am proud to present to you the 2004 State Historic Preservation Plan for Kentucky.

For nearly 40 years, the Kentucky Heritage Council has been responsible for identifying, preserving, and protecting the historic resources of Kentucky. We have consistently and successfully collaborated with our statewide partners to achieve this mission and to assist with implementing key elements of previous state historic preservation plans. I am most pleased to report that during the last several years, the Heritage Council has successfully encouraged the adaptive reuse of historic buildings in all contexts and advocated that historic preservation should be a key public policy initiative to encourage economic development, provide affordable housing, revitalize downtowns and neighborhoods, and enhance Kentucky's quality of life.

As the primary office in the state charged with directing historic preservation, the Kentucky Heritage Council is also responsible for identifying priorities and taking the lead in developing this plan to guide statewide preservation efforts over the next five years. However, this plan does not belong solely to the Kentucky Heritage Council. It belongs to the citizens of Kentucky interested in preserving their heritage and the unique identity of their communities.

Kentucky has a rich legacy expressed in its historic buildings, sites, and cultural landscapes. Continuing to make a concerted effort to preserve these resources and the built environment is integral to continuing to build successful, thriving communities.

I invite you to consider the achievements and challenges set forth here, and to become involved in local preservation issues in your community, in an effort to help maintain and build upon the momentum that Kentucky has worked so hard to create. Let us know how we can help. We look forward to working with you.

David L. Morgan
Executive Director, Kentucky Heritage Council and
State Historic Preservation Officer

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Introduction

Historic Preservation provides the main catalyst for community revitalization efforts across the Commonwealth today. From small towns like Dawson Springs to large metropolitan areas like Louisville/Jefferson County, Kentuckians are increasingly reliant upon historic places¹ for economic, social, and cultural renewal. These places, along with natural and environmental features, provide character to the Commonwealth and make Kentucky a unique place. Without their presence, we would not know where we have been, nor where we are going. They are important to our sense of place and pride in our communities—and they are our future.

As we move into the new century, exciting changes are on the horizon. Preserve America, First Lady Laura Bush's program to enhance community preservation projects, is set to boost local preservation efforts through recognition and financial incentives. Additionally, Kentucky will be the host for the 2004 National Trust for Historic Preservation Conference, *Restore America: Communities at a Crossroads*, in Louisville, which will provide an opportunity to highlight exceptional progress in the state. Established preservation programs are also booming, like the Kentucky Main Street Program, Transportation Enhancement preservation projects, the Pine Mountain School for Practical Preservation, the Underground Railroad Institute, the University of Kentucky Historic Preservation Department, and the work of the Heritage Council's associated Commissions: the Native American Heritage Commission, the African American Heritage Commission, and the Kentucky Military Heritage Commission. To top this progress off, we have new leadership in Governor Ernie Fletcher that will bring fresh faces and fresh approaches to historic preservation in Kentucky.

There are always threats to this progress. With budgetary constraints in state government, preservation-oriented programs and initiatives like Renaissance Kentucky, Transportation Enhancements, the Smart Growth Progress Commission and even Kentucky Heritage Council programs are in danger of being discontinued. It will be important for preservationists to inform new leadership of the importance of historic preservation to community vitality and the quality of life in Kentucky. Additionally, on the federal level, less and less money is being disbursed from the Historic Preservation Fund (HPF) to State Historic Preservation Offices (SHPOs). The difficulty here lies in the ability of the SHPOs to provide grant funds for Survey, National Register, and Planning work in Kentucky's 120 counties. Moreover, there is still a segment of our culture that views preservation as the antithesis of growth. Some communities do not understand the important role that preservation plays in revitalizing their community using local places and local people. These threats, along with others to be discussed later, could undermine the progress made in Kentucky thus far.

In order to continue preservation of our important historic places, we have authored this planning document. Although a preservation plan is required by the National Park Service, the Kentucky Heritage Council understands that planning and guidance are essential elements of a focused preservation effort among the state's diverse preservation partners. Thus, this plan is intended to be utilized by our partners as a guide that will assist with preservation on the state and local level. This document is not meant to be a plan only for the Heritage Council.

¹ The term "historic" is being used in this section to describe prehistoric and archaeological resources as well as resources associated with European settlement, unless otherwise noted. Since the term history refers to all time in the past, it has been used solely to reduce clutter and confusing technical terms. Also, the term "places" refers to buildings, structures, sites, objects, and districts in this section.

The 2004 State Preservation Plan should guide efforts to preserve Kentucky. These endeavors are meant to be a partnership between the SHPO and state and local leaders in preservation. Development of this plan was directed by the Kentucky Heritage Council, the SHPO. As the primary office in the state with expertise in historic preservation, the Heritage Council advocates preservation of the state's irreplaceable historic resources and provides statewide leadership in carrying out its mission to identify, evaluate, register, and protect historic resources across the state.

The Plan is organized into several discrete sections. The first section explains how the document was conceived, by whom, and when. This portion also focuses on issues and opportunities that impact the practice of historic preservation as well as priorities for the next five-year planning cycle. The second section of the plan is devoted to developing a context for planning in the state with respect to the trends that will influence the practice of preservation in the next five years. Section three describes Kentucky's diverse historic and prehistoric resources and issues and opportunities that surround their preservation. Section four introduces the Vision Statement and the Goals that allow this vision to be accomplished. These goals, along with the ensuing strategies, provide a framework for the guidance offered by the state plan. The document concludes with a series of Action Agendas that will assist our partners with putting this plan into action.

We hope that the 2004 Historic Preservation Plan is useful for communities attempting to preserve their significant heritage. While this plan is meant for professional and nonprofessionals alike, we have tried to keep the technical language to a minimum. If you see a word or term that is unfamiliar, you may contact the Heritage Council's Planning Coordinator to determine its meaning: rachel.kennedy@ky.gov

How was this plan developed?

The 2004-2009 State Preservation Plan was developed over a two-year period, beginning with the conception of the Education, Arts and Humanities (EAH) Cabinet Strategic Plan in January 2001. The EAH plan was the first strategic planning document produced by the Cabinet. The process of editing and streamlining this plan was guided by Heritage Council staff, who served on the EAH Core Planning Team. This experience allowed for alignment of the Heritage Council's goals and activities with other arts and humanities organizations in state government.

The next planning effort was held in conjunction with the Smart Growth Task Force Report in Fall 2001. The Heritage Council was a key partner in the 2001-02 smart growth initiative, assisting with the production of the Task Force's Report and serving as the main state agency in charge of the committee on community development and design and "smart schools." Several public meetings were conducted by the Heritage Council to gauge public opinion on smart growth and preservation. These meetings were extremely useful in terms of the 2003 plan update, in that preservation was acknowledged as one of the top priorities for Kentucky. In addition to these meetings, there were many gatherings among state government agencies about how to pool our resources to obtain a better-planned Kentucky. During these meetings, it became clear that by working together we could indeed help local communities become thriving, livable places.

Another important component in the revision of the state plan was research. Several state preservation plans were examined to garner ideas and concepts that could have application here. Special note should be made of the state preservation plans of Georgia, New Jersey, Delaware, Florida, Utah,

and Texas. In addition to these plans, Heritage Council staff researched Kentucky state planning documents as well as state, private, and nonprofit public policy reports. In particular, the Kentucky Long-Term Policy Research Center² reports furnished much information regarding trends affecting the state.

This plan takes a new approach toward historic preservation planning in Kentucky. The six main goals of the 1996 plan were rearranged and consolidated to form four goals and new sections were added to describe historic and prehistoric resources and trends affecting historic preservation. Some of the strategies from the last plan remain similar, though many were updated as a result of public input and advice from the Preservation Plan Advisory Committee.

The Plan Advisory Committee was formed in January 2003, and consists of representatives from the Heritage Council, Preservation Kentucky, the University of Kentucky, and a representative from the Certified Local Government (CLG) program. This committee provided comments for several drafts of the plan and assisted the staff planner with making decisions about methodology and approach.

How was the public involved?

The Heritage Council is committed to strong, effective public input into the 2003 state plan. We do not want this plan to sit on a shelf unused by communities across Kentucky. Rather, the Council wants this plan to reflect the needs of diverse groups of Kentuckians. The plan should also be utilized by local communities to guide their everyday efforts. To this end, the Council has formulated a public input strategy. A database was created in November 2002 that identified historic preservation partners by category. The categories included were: local government officials (including Mayors, county judges, and city councils), neighborhood groups, developers, property owners, tourism associations, Main Street/Renaissance officials, museum and arts groups, architects, archaeologists, nonprofit groups, ethnic heritage organizations, higher education officials, primary and secondary educators, banker and business interests, representatives from the Area Development Districts, preservation consultants, Certified Local Governments, contractors, legislators, realtors, media representatives, and representatives from the Kentucky Progress Commission. Other interests were included as needed. Each of these representatives was sent an invitation letter, along with a public input form, to a meeting in their area. Over 300 persons were invited to participate in the initial meetings; of this number 48 percent attended the Wednesday morning events, in spite of some very bad winter weather.

As noted, the public was invited to participate in the development of this plan through a series of meetings conducted in communities across the state. While invitations were sent to community leaders in the area, there was also an effort to obtain broader feedback through use of public meeting notices, press releases, and other publicity efforts. Initial meetings began in November 2002 and concluded in March 2003. These meetings were sponsored by local partners and were held in Lexington, Maysville, Paducah, Prestonsburg, Louisville, Bowling Green, London, and Winchester.³ Sites were selected for their geographic diversity and availability of local sponsorship.

² The Long-Term Policy Research Center was established by the Kentucky legislature in 1992. The Long-Term Policy Research Center serves as a catalyst to change the way decisions are made in government by providing decision makers with a broader context in which to make decisions, taking into consideration the long-term implications of policy and critical trends and emerging issues which are likely to have a significant impact on the state.

In addition to these meetings, several smaller gatherings were held with the University of Kentucky's interdisciplinary Historic Preservation department. Advice was obtained from graduate students and faculty from history, geography, architecture, interior design, and historic preservation. An archaeological sub-committee was formed through the Kentucky Archaeological Survey, which is a partnership between the University and the Heritage Council, to ascertain the needs of the archaeology community. These meetings have permitted better inclusion in this plan of issues, opportunities, and priorities for archaeology in the state.

Upon completion of a rough draft of the plan, the State Plan Advisory Committees commented and provided suggestions for further revising the document.

Issues and Opportunities

Many important issues and opportunities were brought to light in the preservation planning meetings. Although each meeting had its own "personality," there were common themes addressed at every event.

Many participants were concerned about the impact of sprawl style developments on Kentucky's historic places. In particular, attendees were concerned about the loss of rural cultural landscapes and the lack of investment in historic downtowns and neighborhoods. It was stressed several times that investments should be channeled into older developed areas with infrastructure, rather than creating expensive infrastructure to support new suburban developments. The crux of this problem, according to many attendees, is our views on land use. Land development is perceived as the sole way to accomplish economic growth. The costs of this type of growth are never accurately weighed against the costs of growth in formerly established areas. Costs that should be included in these analyses include: water, sewer, roads, garbage pick-up, effects of auto-dependent lifestyle on our natural and built environments, disinvestments in older neighborhoods and downtowns, and costs of demolishing and providing landfill space for older buildings, costs of the misuse of prime farmland, and the need for duplicated resources in outlying areas.

Another major theme stressed was the necessity of education. It was generally agreed that the amount of knowledge about historic preservation among average Kentuckians is meager. There are many myths about historic preservation that need to be addressed. Among these myths is the oft-repeated phrase about the excessive cost of preserving older buildings. Other myths that require attention include: preservation is solely an elitist activity; a confusion of historic and pretty, high-style houses and sites, preservation is restrictive and would result in a loss of property rights; modernizations of old buildings are discouraged because restoration to a particular point in the past is preservation; and the National Register and local designation provide the same protections. Another important myth that surfaced at every meeting was the need to broaden and clarify the understanding of what historic means. Many attendees noted that some Kentuckians see only large estates or houses associated with a significant figure in history as historic. This leaves out many important working class houses, middling farmsteads, African American working

³ We would like to offer special appreciation to all the local contacts and organizations who assisted with this process: the Blue Grass Trust for Historic Preservation, Maysville Downtown, Paducah Main Street, Inc., the Prestonsburg Tourism Commission, the Louisville Historical League, the Landmark Association of Bowling Green-Warren County, Cumberland National Bank in London, Clark County/Winchester Heritage Commission, Winchester Historic Preservation Commission, the Clark County Historical Society, Bluegrass Heritage Museum, and Winchester First, and the University of Kentucky College of Design Department of Historic Preservation and the Gaines Center for Humanities.

and middle class neighborhoods, roadside architecture, mid-twentieth century houses, and vernacular commercial buildings that comprise Kentucky's historic landscape.

Most participants also recognized the need for easy-to-understand, widely disseminated preservation information. In general, attendees emphasized beginning efforts with young children, who can, in turn, interest their parents. As was noted several times, the extremely successful movement to preserve the natural environment was initiated and sustained by young people. It was felt that preservation too could benefit from this type of focused educational campaign. In all, participants underscored the need to provide lifetime learning opportunities for Kentuckians of all ages. The substance of these learning opportunities should revolve around the economic benefits of preservation, technical and craft knowledge, and education about how to renovate older houses. Case studies were extolled as indispensable to the educational process.

City and county officials were also recognized as beneficiaries of preservation information. Participants felt that getting the buy-in of local officials was essential to maintaining a community's historic character. It was even recommended that preservationists themselves seek to fill public offices. Other groups suggested as important to educate due to their potential effect on preservation were bankers, lawyers, building inspectors and appraisers, architects, contractors, realtors, and developers. All were seen as significant partners because of the power they wield.

Other issues deemed essential to preservation practice were economic in nature. The Historic Homeowner's Tax Credit was mentioned at every planning meeting. This credit would be available to owners of historic houses, certified by the Heritage Council, at the rate of 30 percent for rehabilitation costs. The credit has yet to pass the Kentucky legislature. The ability to access capital for larger projects was also cited as an issue. Many respondents concurred that new development was easier to accomplish because of the lack of significant, easily understood incentives, as well as financial issues like a notable lack of market absorption for older structures. More lucrative preservation incentives and an emphasis on publicizing the necessity of multiple incentives used in tandem were viewed as desirable by attendees. In sum, there were a number of public policy changes to be examined for preservation to work most effectively.

Lastly, there was a strong emphasis placed on partnering with banks and insurance companies. The effects of their policies were recognized as being crucial to the success of small and large preservation projects alike. Many attendees related stories of difficulties with getting decent affordable home insurance for their older houses or buildings. Other participants discussed problems with banking institutions, unwilling to offer mortgages for purchase of older houses. In all, it appears that there is a crisis in these industries of national proportions that will require addressing in a systemic manner. While attempting to ameliorate these difficulties, participants agreed that the need to promote older housing as affordable housing is key.

Historic and Prehistoric Resources at Risk

An important topic at the preservation planning meetings was the discussion of endangered resources. Participants acknowledged the crucial role that historic and prehistoric resources play in our planning process. To this end, meeting attendees outlined some important property types to consider when planning for preservation.

The most often mentioned at risk resource was Kentucky's farming landscape or family farms. Participants were extremely concerned over the loss of these cultural landscapes, as the state

continues to urbanize. Discussed just as frequently was the deterioration of community landmark buildings. These structures were described as being the focal points for rural and urban Kentucky. Community landmarks buildings mentioned were: schools, courthouses, libraries, post offices, churches, hospitals, and university and college campus buildings. There were many reasons cited for their decline including a lack of understanding and respect for the role these buildings have played in the past and could continue to play in the future for local, state, and federal governments.

Meeting attendees expressed concern s for African American resources, especially those related to rural hamlets and the underground railroad. Participants stressed that the significance of these buildings and sites are not understood and appreciated across the Commonwealth. Other undervalued resource types, according to participants, are neighborhoods associated with middle and lower income families; 20th century resources, like gas stations, hamburger stands, etc.; resources related to coal mining; and farms other than horse farms.

Other important and frequently mentioned resources were: railroad-related resources, like culverts and rail lines; military heritage sites; cultural landscapes of all types; resources associated with tobacco production, like barns and warehouses; shotgun houses; Post-World War II housing; covered bridges; distilleries; horse farms; public housing; modern designed architecture; and all New Deal Era (WPA) resources.

Participants also stressed the importance of preserving archeological resources. Particular mention was made of industrial archaeological sites, urban archaeological resources, mill sites, Native American sites, and military heritage sites. Those present at the meetings were interested in promoting archaeological studies and protections for everyday neighborhoods, farms, and other places not traditionally considered by preservationists. There was an understanding that more emphasis needed to be placed on archaeology across the state.

Plan Revision

Recognizing the need for the plan to engage new and emerging issues facing preservation in Kentucky, the state plan will be revised on a five-year planning cycle. The revision process will include testing and fine-tuning the goals, strategies, and tactics detailed in the plan every other year with a new plan issued in the year 2008. Regional forums will be held across the state to obtain public involvement in the planning process.

How should this plan be used?

We envision that each individual, community, organization, and state agency will utilize this plan to orient their preservation efforts. While there will be differences in approach, the issues that impact preservation are similar across political and organizational lines. While primarily general in nature, this plan should be employed through inclusion of specific issues and priorities, as determined by the state agency, local entity, or organization.

Following the main body of the plan, there is a list of suggested actions that each community or agency can undertake to help actualize this document. This list is not meant to be exhaustive, but a beginning point for a better-preserved Commonwealth.

Trends that Impact Historic Preservation

This chapter focuses on statewide trends that provide context for this planning effort. These trends have been pulled from various planning documents and are intended to make clear the environment in which Kentuckians practice preservation.

Thus, the following trends are more general in nature and do not necessarily focus on historic preservation. Rather, the intention is to give an overview through which preservationists can target their efforts and incorporate their work with potential partners across the Commonwealth to protect and preserve our important heritage. The effects on preservation are noted after each trend in a section noted as *Implications and Recommendations for Historic Preservation*.

Several areas of interest are covered in this study, which include: population, housing, governmental, economic, transportation, education, tourism, and environmental trends. These areas were chosen because they have the greatest potential effects on historic and cultural resources and preservation practice.

Population Trends

Kentucky's population has been steadily growing since the 1960s. In fact, Kentucky added 1 million more persons to its borders between 1960 and 2000, an increase that took the entire 60 years prior to achieve. Nationally, the state's population growth rate between the 1990 and 2000 censuses was 9.7 percent, as opposed to a much smaller rate of .7 percent over the 10 years before. This expansion has catapulted Kentucky over areas of traditionally high growth, as well as its eastern and northern neighbors, Ohio (4.7 percent) and West Virginia (.8 percent). The shift could reflect a trend of major economic investments by large corporations in Southern states, and a resultant shift in population to newly vibrant areas.

In spite of this large population growth, Kentucky has experienced a small decline in the overall rate of natural increase, when compared to the United States as a whole.⁴ Kentucky has seen a death rate that is marginally higher than the rate of live births in recent years. These factors appear to make the state's growth rate seem stagnant. But, migration has been a significant factor in Kentucky's growing population. It is important to note that Kentucky's largest rate of growth for in-migration has occurred since the 1990s, with a net gain of 191,000 persons. The significant population expansion over the last 10 years was probably the result of a combination of in-migration and the much more gradual natural increase.

Also of interest in the state's changing demography is the substantial aging of the population. The median age of Kentuckians, which is the age at which half the population is older and half is younger, is 36 years of age. This is slightly higher than the nation, which maintains a median age of 35. Additionally, children under 18 years old comprise only 24.6 percent of Kentucky's population. The counties with the highest percentage of children are: Meade (29.8 percent), Grant (28.7 percent), Boone (28.7 percent), Gallatin (28.6 percent), and Pendleton (28.4 percent). As will be discussed below, four out of five of these counties are also experiencing high growth rates. In all, the aging of

⁴ Natural increase refers to the balance between the live birth rate and the mortality rate.

Kentucky might be explained by lower birth rates and a tendency for Kentuckians to live longer lives. Additionally, the state's population is becoming increasingly diverse. Since the 1990s, there have been a significant number of Hispanic migrants, coming to Kentucky in search of employment and a better quality of life. Their numbers have tripled from 20,363 in 1990 to 59,939 in 2000. Counties with the greatest numbers of Hispanics include: Jefferson, Fayette, Christian, Hardin, and Warren Counties. The African American population has not experienced much growth, increasing from 262,907 persons in 1990 to 299,994 in 2000. Counties with the greatest numbers of African American residents include: Jefferson, Fayette, Christian, Hardin, and Warren Counties. Native Americans have seen some growth over the last 10 years, from 5,769 persons in 1990 to 8,616 persons residing in Kentucky. The Asian population has nearly doubled over the last 10 years, from 17,812 persons in 1990 to 29,744 in 2000. These increases in population make for a more richly diverse state.

While these numbers are important for a general appreciation of the persons who compose our state, it is also important to understand where population growth is occurring. In general, the Louisville-Jefferson County Metro area, Northern Kentucky, the Fayette County metropolitan area, portions of south central Kentucky, and a few counties in the east (Morgan, Menifee, Laurel, and Montgomery) and west (Lyon and Trigg) are among the areas with the highest population expansions of 14.5 to 73 percent. Other portions of the state, including the Paducah metro area, most of south central Kentucky, and some of the outer Bluegrass area, have an increased population growth rate of between 4 percent to 14.5 percent. The only parts of the state with little to no growth encompass the easternmost counties beginning with Johnson County and stretching west to Owsley and Bell Counties, and the westernmost part of the state, including Henderson, Union, Carlisle, Hickman and Fulton Counties.

According to a comparison of 1990 to 2000 census statistics, Kentucky counties with the highest growth rate include: Spencer (+72 percent), Boone (+49.3 percent), Gallatin (+45.9 percent), Grant (+45.2 percent), and Oldham (+38.8 percent). These counties are currently experiencing growing pains that accompany rapid development. On the other side of the scale are the counties with the slowest rate of growth. These counties are: Harlan (-9.2 percent), Leslie (-9.1 percent), Letcher (-6.5 percent), Fulton (-6.3 percent), and Union (-5.6 percent). These counties are losing population and must plan to accommodate this change.

Forty-year projections, spanning 1990 to 2030, indicate that the rate of population increase will increase exponentially in currently expanding geographic areas. This growth will mean that constituents in certain Area Development Districts (ADD) will have to plan to accommodate growth and change in ways that will enhance their regions.⁵ (See Map 1). ADDs with potentially significant population expansions include: Barren River (+150,608), Bluegrass (+396,230), Cumberland Valley (+58,769), Gateway (+40,125), Green River (+20,527), KIPDA (+334,189), Lake Cumberland (+72,870), Lincoln Trail (+110,961), Northern Kentucky (+321,956), Pennyryle (+31,753), and Purchase (+43,200). By contrast, regions with slow or no growth can begin to develop new ways to enrich their communities. ADDs that will face this significant difficulty are: Big Sandy (-33,011), Buffalo Trace (-15,794), and Kentucky River (-21,248). FIVCO ADD, which encompasses Fleming, Mason, Bracken, Lewis, and Robertson Counties, is set to experience a small population increase of 6,071.

⁵ Area Development Districts are essentially regional planning organizations. "Although they are public bodies under Kentucky law, the ADD's are not State agencies nor are they another level of government. Instead, the ADD's should be thought of as partnerships of local units of government. Locally-elected officials and citizen members comprise the ADD boards of directors. The ADD staffs are made up of professionals with a wide range of backgrounds in such areas as economic development, human services, management, and planning. By sharing the expertise found on the ADD staffs, local governments are collectively able to afford the professional staff that many counties and cities could not afford by themselves."

Implications and Recommendations for Historic Preservation

- Kentucky is growing exponentially near large urban centers.
- Areas with significant growth projections should begin a planning process to manage it in ways that will enhance their communities and preserve their historic places.
- Areas without this promise can begin to look within to find ways to develop using creative responses to stimulate their local economies. These responses can be based upon preserving their significant heritage as an economic development tool.
- Much of Kentucky's growth is occurring due to the migration of Latin American peoples to Kentucky, in search of good jobs and a high standard of living. Their wages are such that they would benefit from high quality affordable older housing.
- At the same time, Kentucky's native population is getting older and will require more affordable housing and alternate transportation options, like walkable neighborhoods.

Map 1, Kentucky Area Development Districts (ADDs)



Housing Trends

As our population grows and diversifies, Kentuckians will have need for expanded housing choices. Population growth, though, is only one small portion of the state's housing picture.

Household Size

In Kentucky, household⁶ size has diminished over the last 20 years from 2.82 persons per household to 2.47 persons per household. While the number of households increased by 15.3 percent in the 1990s, the population increased only 9.7 percent. This indicates that more Kentuckians were living alone or in smaller households. In fact, of the 1,590,647 households, only 69.4 percent were considered part of a "family."⁷ The remaining 30.6 percent were part of households containing unrelated individuals, which could be roommates, friends, significant others, etc. In terms of married couple families (53.9 percent of total households), 461,455 households or 54 percent had no children under 18 years of age living with them. This is a significant difference from the 1990 census, in which 73.6 percent of households were families and 59.2 percent of households were married couples. The number of married couple households with no children was stable, as 52 percent were childless in 1990.

Additionally, the number of single parent households has increased. The 2000 census records 70,435 households with children headed by a grandparent, and a total of 141,133 single parent families, of which 22 percent (30,568) were headed by a male and 78 percent (110,565) were headed by a female. By contrast, the 1990 census documents 16,538 (16 percent) single male-headed families and 86,390 (84 percent) single female-headed families. Clearly, there have been gradual shifts in the composition of Kentucky families. Housing developers and government agencies should attempt to address these needs through support of differing types of housing.

Housing Characteristics

As of 2000, housing in the state consists of 1,750,927 structures, of which 66 percent are single-family detached dwellings. The second most predominant type of dwelling in Kentucky is the mobile home, which comprises 14.1 percent of all structures. Multi-family dwellings are far less common: 3.2 percent contained 2 units, 4.1 percent of structures contained 3-4 units, and 4.3 percent of structures contained 5-9 units, 3.1 percent contained 10-19 units, and 2.9 percent contained 20 or more units. Kentucky's housing vacancy rate is 9.2 percent.

⁶ Definition of Household: A household includes all of the people who occupy a housing unit. A housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room occupied (or if vacant, intended for occupancy) as separate living quarters. Separate living quarters are those in which the occupants live separately from any other people in the building and that have direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated people who share living quarters.

In 100-percent tabulations, the count of households or householders always equals the count of occupied housing units. In sample tabulations, the numbers may differ as a result of the weighting process. From: <http://factfinder.census.gov/servlet/BasicFactsServlet>

⁷ Definition of Family: A group of two or more people who reside together and who are related by birth, marriage, or adoption. From: <http://factfinder.census.gov/servlet/BasicFactsServlet>

Interestingly, there is no clear pattern with regard to the age of Kentucky's housing stock. While 70 percent of housing has been constructed since 1960, most of these dwellings were built prior to 1989. Of course, the remaining 30 percent are classified as older or historic structures. In spite of what has seemed like a major building boom over the last ten years, a mere 21.1 percent were constructed in this time period. Most of the state's housing structures (75.1 percent) included four to seven rooms, while only 10.3 percent had 1-3 rooms. This indicates that housing sizes tend to be more ample. Additionally, rooms intended for sleeping overwhelmingly tend to be occupied by 1 person (97.9 percent).

With regard to stability, Kentuckians are inclined to stay in place for at least five years. The census indicates that an even greater sum (58.2 percent) have lived in the same structure since 1970. 10.2 percent have lived in their dwelling since before 1969.

Of the 1,590,647 occupied domestic structures, 70.8 percent are owner occupied. The average household size of owner occupied units is 2.55 persons. The median value of these dwelling is \$86,700 with the majority falling between the \$50,000 to \$149,000 range. This median value has increased 33.7 percent since the 1990 census. There are substantial differences in housing costs among geographic areas in the state. Dwelling costs range from a high of \$158,000 in Oldham County to a low of \$40,500 in Fulton County. In general, metropolitan areas maintained higher housing costs than rural areas.

65 percent of Kentucky homeowners hold a mortgage on their dwelling; the majority of which pay anywhere from between \$500 and \$1,500 a month. 44 percent pay less than 15 percent of their monthly income on housing costs,⁸ while 12.3 percent have a burden that exceeds 35 percent or more of their gross monthly income. 35 percent of Kentuckians have no mortgage on their housing structure. As might be imagined, some areas of the state have higher home ownership rates than others. In general, heavily urbanized areas had lower rates of home ownership than more rural area. For example, "In 2000, the owner-occupancy rate ranged from a low of 63.5 percent in the Bluegrass ADD to a high of 78.7 percent in the Kentucky River ADD."

Renters also comprised a substantial portion of Kentucky's housing stock at 29.2 percent of occupied housing units. The average size of renter households is 2.27 persons per unit. Most renters experienced significant increases in rental costs between the 1990 and 2000 censuses. A May 2003 report from the Census Bureau records an expansion in gross rent from \$408 to \$445 a month. Most renters paid between \$300 to \$750 a month for their housing. 9.9 percent of renters indicated that they paid no cash rent in 1999. As a percentage of their household income, most Kentuckians paid less than 30 percent. However, over 25 percent of the renting population paid more than 35 percent of their gross monthly income on housing. According to the Kentucky Housing Corporation, any amount exceeding 30 percent of monthly income is considered a high cost burden for householders.

As is the case with housing prices, renters in metropolitan areas pay the largest monthly payment. The most expensive rental markets include: Northern Kentucky, Louisville/Jefferson County metro area, and the Lexington/Fayette County Bluegrass Region. The Kentucky River, Cumberland Valley and Lake Cumberland ADDs maintained the lowest rents in the state. Rental prices are also dependent on the size of the unit. In 1990, for example, the median rental cost for a 1-bedroom apartment in Kentucky was \$340, while the expense for a 4-bedroom apartment was \$500.⁹

⁸ Housing Costs are defined as principal, interest, taxes, and insurance (PITI). The Kentucky Housing Corporation includes utilities in their definition of monthly household costs.

⁹ This level of data regarding renter costs per bedroom has not yet been released for the 2000 Census.

Personal Income Trends and Housing: Is Housing in Kentucky Affordable?

The Kentucky Long-Term Policy Research Center places “decent, safe, and affordable” housing as their number three goal for the Commonwealth. In fact, the Kentucky Housing Corporation states that, “the primary housing problem in Kentucky is affordability.” While Kentucky’s average housing cost is lower than national average, so are our personal incomes.

Kentucky’s economy has seen marked improvement over the past 10 years. In fact, the median income for 1999 households was \$33,672, an increase of 14.4 percent over 1989 figures. Additionally, median family income has risen from \$35,262 to \$40,939. These increases are related to an expansion in per capita income and the proliferation of two-income households across the Commonwealth. According to a report from the Kentucky Long-Term Policy Research Center, per capita incomes rose 20 percent over the 1990s. The beneficiaries of enlarged incomes were largely lower middle class families with a 70 percent increase in revenue and upper middle class families with a 76 percent increase in income. In spite of this economic progress, though, Kentucky’s per capita income still trailed the national average at 84 percent in 1999.

However, all Kentuckians did not benefit from the strengthened economy. Although African Americans experienced substantial growth in real wages over the period, their personal incomes were extremely low in 1989. Thus, the substantial economic increase brought them to more acceptable income levels, but not levels on par with non-Hispanic whites.¹⁰ The Hispanic population did not prosper from the 1990s expansions. They averaged \$12,591 a year in 1989 and \$12,321 in 1999. Additionally, female full time workers did not profit from the economic upturn, either. Their per capita income averaged \$23,285, as opposed to male full time workers who made \$32,357 a year.

There were also significant geographic differences in the Commonwealth’s economic progress. In sum, much of East Kentucky remains below the state median income. As was the case with minority and women’s incomes, the incomes of east Kentuckians improved over the period, but they were solidly beneath the state average before the economic growth of the 1990s. Thus, only three Eastern and Southern Kentucky counties reported losses in personal and family income, but the median in the eastern counties in general was between \$15,805 to \$23,318 per household. In general, Kentuckians in metropolitan areas earned more money per household, increasing what some perceive as the rural-urban economic divide.

Poverty rates have been ameliorated by the brighter economic picture. 621,096 or 15.8 percent of Kentuckians qualified, as opposed to 19.0 percent in 1989, as at or below the official poverty rate. Nationally, the average poverty rate was 12.4 percent in 2000. As might be imagined, poverty rates were higher for African Americans (28.2 percent), Hispanics (25 percent), and single mothers with children (22 percent).¹¹ In addition to these groups, children and senior citizens comprise nearly half of all poor Kentuckians. The rates for white non-Hispanics and married couples declined over the period in question.

Personal income is closely tied with housing choices. If certain groups of Kentuckians are living below the poverty rate, then their housing choices will be limited. There is no guarantee in the United States to affordable housing based upon household income. Therefore, many families and households must find housing that they can afford, whether with government subsidies or without. Finding decent, safe, and affordable housing can be a challenge for some Kentuckians. As

¹⁰ African Americans have seen income growth of respectively 31 percent. That growth is much larger than income growth for white non-Hispanic Kentuckians, but does not suggest wealth equity.

the Housing Corporation notes, either personal income will have to rise dramatically among certain groups, or we will have to find ways to increase the stock of low-cost housing.

Programs that Address Low-Income Housing Needs

While it is out of the scope of this study to examine every program that impacts low-income housing needs, it is important to note a few important issues. Current housing assistance programs tend to focus on either providing financing incentives that may be used by developers to renovate or build low-income housing or providing funds to developers that may be used directly on affordable housing. These approaches are considered “supply-side” assistance. The other course for helping low-income families is supplying the tenant with rental assistance. The latter program primarily consists of the US Department of Housing and Urban Development’s (HUD) Section 8 voucher program. The Department of Agriculture Rural Housing Service (RHS) also furnishes this type of assistance with the Section 515 program.

The supply side approach to funding low-income housing has several programs which developers can utilize. From Community Development Block Grant (CDBG) Funds to HOME Investment Partnership Act, HUD aids developers attempting to make these projects work. Another important supply side program is the Low Income Housing Tax Credit program (LIHTC).

The Historic Preservation Tax Incentive Program¹² has also been a player in the effort to provide affordable housing for Kentuckians. This federal incentive program furnishes developers with the ability to receive a tax credit for up to 20 percent of gross investment costs when renovating a certified historic structure. The program is not intended primarily for housing, but can be used on any income-producing property. Typically, the preservation tax credit is used in tandem with other programs to make the project more lucrative for developers.

Between 2000 and 2003, over 174 low-income housing units were created in the state using the historic preservation tax incentive, where there were no low-income units before renovation work.¹³ These units, which were renovated for an estimated cost of \$21,900,000, were primarily developed for senior citizen housing. Housing tax credit projects might be best characterized as large-scale adaptive reuse projects, which furnish small apartment dwellings for a mix of middle to lower income groups. Many of the buildings preserved for housing were vacant and abandoned prior to their reuse. There is a general tendency to reuse historic schools to supply affordable housing.

Subsidies that help renters become homeowners include programs sponsored by the Federal Housing Administration, the Veterans Administration, the Rural Housing Service, and the Kentucky Housing Corporation. Most of the associated programs provide low-interest loans with little to no down payment to low-income borrowers. In addition to these advantages, low-income homebuyers may be furnished with pre-purchase counseling to determine if home ownership is right for them.

The Housing Corporation uses standard guidelines to determine affordability for low-income households. In sum, these criteria state that households making less than 80 percent of the regional median income¹⁴ are considered low income. Low income households paying more than 30 percent of the median adjusted gross income are viewed to have a high cost burden, while

¹¹ Families headed by single mothers, regardless of race or ethnicity, comprised 52 percent of poor families. Their rates are followed by families headed by Hispanics and Black persons.

¹² The Historic Preservation Tax Incentive Credit is administered on the state level by the Kentucky Heritage Council. For more information, please visit: <http://www2.cr.nps.gov/tps/tax/t.htm> and http://www.heritage.ky.gov/tax_credit.htm

households paying 50 percent of their adjusted gross income for housing have an extreme cost burden. The Housing Corporation, along with other partners, attempts to assist these groups in finding suitable rental housing or with purchasing affordable housing.

According to the Corporation, the affordability of rental housing is a priority. As they put it, “Although housing costs are relatively low, incomes are also relatively low, and growth in the low-income population is outpacing expansion of affordable housing.” With average rent gaps¹⁵ in metropolitan areas between \$154 and \$113 a month, low income Kentuckians are facing significant cost burdens. The development of more low-income housing and better federal relief programs is key to assisting the Commonwealth’s poor, according to the Housing Corporation.

Home ownership for low-income households is also an important issue for Kentucky. While home ownership rates increased during the 1990s, they fell toward the end of the decade due to high foreclosure rates and a weakening economy. Those families who were struggling to make ends meet in a good economy suddenly found themselves in a pinch, when they or their family members lost a job or took a pay cut. According to the Housing Corporation, a total of 74,200 low-income owners faced unaffordable cost burdens in 1990, and almost half of these households were headed by an elderly person. Of course, affordability for owners is quite different than dilemmas experienced by renters. Owners build equity in their investment and can draw upon this in bad times. Additionally, owners are responsible for real estate taxes, insurance, and principal, and interest on their investment.

The elderly is among the groups that the Housing Corporation targets for assistance. Given that this population is expected to increase dramatically over the next 20 years and that many of them are below the poverty rate, addressing their housing needs will be of high priority. The Corporation concludes that there will be a growing need for diverse and inexpensive housing choices for seniors. In particular, the development of affordable Assisted Living Facilities, personal care facilities, and skilled nursing care facilities will help senior citizens with everyday tasks, such as shopping and meal preparation, while providing for skilled medical care in some instances. These facilities should be affordable to low-income seniors, as this market has traditionally been driven by seniors of some means. Most senior citizens prefer to remain in their own homes for as long as possible. They will require modifications, such as bathroom grab bars and wheelchair ramps to make their housing accessible.

Other special needs groups who will require housing are the disabled¹⁶, the homeless, and those diagnosed with HIV/AIDS. These groups may be low-income and will have need of housing choices that will assist with their needs. It was concluded in the Housing Corporation Report that most of these groups would benefit from a small group home setting.¹⁷

¹³ Information received from the National Park Service, Technical Preservation Services, June 2003.

¹⁴ This amount is adjusted based upon location and family size.

¹⁵ The rent gap is the average gap between rent paid (including utilities) and affordable rent (below 30 percent of the household income).

¹⁶ Ibid., 103. Persons with disabilities include those with severe mental illness, physical disabilities, mental retardation/developmental disabilities, and brain injuries.

¹⁷ Ibid. For more information, please read the Housing Corporation Report, 89-128.

Implications and Recommendations for Historic Preservation

- There is a need for affordable housing for some Kentuckians, including senior citizens, Hispanic immigrants, single women with or without families, and other economically disadvantaged groups.
- Preservationists should keep abreast of housing trends on the state and local level, so that preservation housing projects address current needs. In particular, preservationists should lobby local governments to undertake local housing needs assessments to make clear the specific local needs.
- Preservationists need to partner with both public and private housing groups to address Kentucky's housing needs.
- An effort should be made to address the needs of low-to-middle income families. As noted above, there is deficiency of affordable rental housing, especially for economically disadvantaged groups, like single moms, senior citizens, Hispanics, and African Americans. Other groups, like those with HIV/AIDS, persons with disabilities, and the homeless could benefit from affordable shared living spaces. Preservationists can assist with this effort through reusing larger buildings, like historic schools and warehouses, or through renovation of smaller historic buildings. The federal tax credit, along with other incentives, can assist developers undertaking these projects.
- An effort should also be made to promote older housing as an affordable, attractive alternative to new construction. This promotional material might make note of the walkable nature of older neighborhoods, which is a definite plus for seniors who may not be mobile. Pedestrian oriented designs would also benefit those with disabilities for whom driving is not an option. Another important point that could be advanced is the social advantages of living in a close-knit community environment.
- Preservationists should look closely at information regarding household size. This information could indicate that housing size should be smaller to fit the needs of smaller households. In general, older houses are typically smaller than today's typical house: 2,265 square ft, 3+ bedrooms, 2-bathrooms, 2+ car garage. A more diminutive house or apartment could also be a more affordable housing option.
- Preservationists should promote a tax credit for owners of older homes. This credit could be combined with specific information and training about owning and rehabilitating older houses to greatly assist purchasers.
- Preservationists should lobby for better housing incentive programs to enhance what is currently offered, particularly in relation to direct renter or owner subsidy.
- Promoting reinvestment in older affordable neighborhoods will require their preservation. A first step at addressing this problem is to create more local historic districts to protect valuable resources, as well as developing methods through which vacant, foreclosed, and abandoned older housing is put back into the housing market.
- Another step to take is to promote the value of smaller, more humble older housing for affordable housing. The quality of this housing is, in many cases, far preferable to the new affordable housing being constructed today. Neighborhoods with diversity in housing should understand the worth of preserving their smaller houses as well as the grand mansions.

- Following the recommendations of the Advisory Council on Historic Preservation, preservationists should develop specific guidelines for rehabilitation projects geared toward affordable, historic housing.

Government Trends

Government Overview

Changes in legislative leadership at both the federal and state level, and the world situation since development of the last comprehensive Kentucky Historic Preservation Plan, have led to many changes in the way government does business and how money is allocated to the states.

The world changed forever with the historic events of September 11, 2001, prompting equally dramatic changes in the way resources are allocated at both the federal and state level. Far-reaching homeland security and anti-terrorism measures have impacted virtually every domestic program – often to the detriment of many programs, particularly in the service sector, already stretched tight for funding. Despite early 2000 projections that the federal budget would boom well into the new millennium, federal budget deficits approaching record levels have reappeared, with issues such as Medicare reform, prescription drug benefits for seniors, and military actions abroad further competing for federal dollars.

Additionally, 9/11 has had a dramatic impact on the national economy across the board. Airline sales plummeted in the wake of the attack and have not fully recovered, while hotels, restaurants and a wide range of retail industries have suffered as well. The collapse of the tech industry early in 2001 has also contributed to a sluggish national economy, with no recovery in sight as of this publication despite several quarters of cuts in the prime interest rate (and a 30-year record low) and a series of federal tax cuts designed to stimulate consumer spending.

Kentucky and other states have mirrored the national plight as the economy has stalled and federal dollars have dwindled, though Kentucky has not fared as poorly as some. This status, however, is poised to change as a record statewide budget deficit is predicted in 2004 and Kentucky's tax structure comes under increasing scrutiny.

The Implications of 9/11

The impact of the September 11 terrorist attack has had an array of implications on the federal, state, and local levels. For Kentucky, from an economic standpoint, the attack has generated real shifts in its wake. Increased security for public buildings, dealing with the consequences of the stepped code system, increases in law enforcement for public events and governmental functions – each of these would likely not have been implemented had this attack not occurred.

Michael T. Childress, Executive Director of the Kentucky Long-Term Policy Research Center, predicts this may mean a Federalist revival as more of the responsibility for implementing and funding homeland security shifts from the federal government to state and local entities. However, this will not be easy given the typically competitive vs. cooperative relationships between and among cities, counties, and states.

From an economic standpoint, he writes, “a number of economic and demographic trends indicate that state and local revenue systems might not be adequate in the future.” He cites the rising cost of

defense and homeland security expenditures coupled with proposed Medicare prescription benefits as still more reasons states must look to themselves to fund homeland security initiatives.

According a 2002 statewide survey conducted by the Kentucky Long-Term Policy Research Center and the University of Kentucky Survey Research Center, 60 percent of Kentuckians favored a tax increase to finance state and local responses to terrorism, while 26 percent preferred cuts to programs in other areas such as education, health care, or agriculture. The remaining 14 percent had no preference or did not respond.

Federal Government Trends

The role of the federal government in support of historic preservation was firmly established with the passage of the National Historic Preservation Act (NHPA) in 1966, giving the movement momentum at a time when urban renewal was destroying neighborhoods blocks at a time. Because of this legislation, statewide historic preservation programs were established to carry out certain statutory responsibilities mandated by the act, with funding for these offices matched at the state level. Today, through various programs and agencies, the federal government provides support for national and statewide programs through funding, education, tax incentives, legal protection, and technical assistance.

Federal funding for preservation has shifted in recent years with changes in executive and legislative leadership. The trend has been to provide less direct support from the Historic Preservation Fund (HPF) to State Historic Preservation Offices (SHPOs), with funds being directed to programs such as Save America's Treasures (SAT) and Preserve America, a new initiative created by President George W. Bush in March 2003. While these programs offer exciting new opportunities for Kentuckians, they do not substitute for direct federal funding to the states from the HPF. In Kentucky, the SHPO uses the HPF funds as grants-in-aid to local communities to stimulate survey, National Register, Certified Local Governments, and planning work. Both SAT and Preserve America monies do not set aside monies for this purpose. Additionally, each state is guaranteed funding through the HPF; none of the newly established programs deliver this promise.

The federal-state-local partnership created by the NHPA is threatened as funding levels through the HPF continue to decline. From 2001 to 2003, federal funding for historic preservation dropped 28 percent, from \$94 million to \$67 million. Further, while the federal Conservation and Reinvestment Act (CARA) introduced in 2001 promised what would be a dramatic increase in federal appropriations to programs including the HPF, funding through CARA has never been authorized near its proposed levels.

The Kentucky Heritage Council experienced a significant decrease in its federal allocation from the U.S. Department of the Interior in 2001. Further, from 2001 to 2003, Kentucky's share of this allocation from the Historic Preservation Fund decreased by 27 percent.

Coupled with state budget crunches, SHPO offices are being forced to realign priorities and scale back programs. In Kentucky, for the first time in 2002 and again in 2003, the SHPO office was unable to provide grants-in-aid to community preservation projects, an important source of seed money to communities interested in preserving their heritage.

While the rally to boost funding through the HPF will no doubt be ongoing, the federal government continues to bolster preservation efforts to states in other meaningful ways through a variety of programs and services. For example in 2001, more than \$2.6 billion in private investment was made in existing neighborhoods through the Federal Historic Rehabilitation Tax Credit Program, a

tax incentive of the National Park Service (NPS) administered by State Historic Preservation Offices. The program offers a tax credit of up to 20 percent for income-producing certified historic properties that are rehabilitated according to the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Nationally, the amount of proposed rehabilitation costs against which future tax credits could be taken increased from \$2.737 billion in fiscal year 2001 to \$3.272 billion, "the highest since the inception of the program. With a five-to-one ratio of private investment to tax credit, the tax credit program is an outstanding means of leveraging private investment in adaptive reuse and preservation of historic buildings."

Use of the Historic Rehabilitation Tax Credit in Kentucky has had enormous implications for preserving our cultural and historic landscape. More than any other federal or statewide grant program, the tax credit has helped preserve historic resources and stimulate private investment in every county in the state. While in previous years Kentucky has ranked as high as third in the nation for the number of properties rehabilitated using this incentive, in fiscal year 2002 Kentucky ranked 16th in approved new projects.

In addition to administering our national parks, the NPS also provides a broad range of technical services and publications to the states and the public and serves as keeper of the National Register of Historic Places, the official federal list of districts, sites, buildings, structures and objects significant in American history, architecture, archaeology, engineering, and culture. Kentucky has been consistently recognized for its successful program, having the fourth highest number of properties listed in the National Register among all states.

Ten percent of HPF federal dollars to the states goes directly to Certified Local Governments, community-based preservation planning commissions charged with overseeing historic preservation ordinances and supporting community preservation programs. Other federal funding supports the Section 106 process, mandated by the National Historic Preservation Act to allow SHPOs and citizens to have a voice in projects that use federal money that affects historic resources.

Other sources of federal money include the Transportation Equity Act for the 21st Century (TEA-21) administered by the Department of Transportation and the Federal Highway Administration, for transportation enhancement projects that can include acquisition and rehabilitation of transportation-related historic properties.

State Government Trends

In Kentucky, funding for the State Historic Preservation Office has continued to match federal levels, but the future is uncertain given the state budget crunch and competition for limited funds.

Calls for statewide tax reform have increased given the General Assembly's reluctance to consider a tax increase on tobacco products (despite being the second lowest in the nation), and a tax structure that has become increasingly inflexible. By comparison with the rest of the nation, Kentucky's budget woes are minimal. State government has adopted many efficiency measures, including the Empower Kentucky initiative to save on operating expenditures and other costs. In spite of these changes though, Kentucky's tax structure remains inflexible. A report by Dr. William Fox to the General Assembly's Subcommittee on Tax Policy suggests that the state has three options to ameliorate the revenue shortfalls: (1) reduce the size of government (2) increase taxes (3) increase the elasticity of the tax structure to permit revenues to grow more rapidly. Dr. Fox recommends

adopting the third approach because it allows for natural growth. New state leadership had yet to tackle this problem, although it was discussed frequently on the campaign trail.

On a positive note, Kentucky has benefited tremendously since the introduction of Renaissance Kentucky in 1996 to provide the financial and technical resources needed for communities to achieve the goal of downtown revitalization. Renaissance Kentucky is an alliance made up of four state agencies and three private entities working together to enhance and coordinate existing programs. It is a companion program to the Kentucky Main Street Program, developed by the Kentucky Heritage Council in 1979 to assist communities by encouraging downtown revitalization and economic development within the context of historic preservation. Participation in Main Street / Renaissance Kentucky requires local commitment and financial support. In turn, the Kentucky Heritage Council provides staff support, technical and design assistance, on-site visits, a resource center, national consultants, and grant funding.

Helping communities deal with issues relating to growth became a high priority at the turn of the millennium as the Smart Growth Task Force examined growth patterns and suggest ways that communities can plan more efficiently. Even in a rural state such as Kentucky, sprawl from urban areas and even smaller communities is having a major impact, with Kentucky losing 80,000 acres of prime farmland from 1992 to 1997 – an increase of 58 percent over the previous five years. In addition to encroaching upon our cultural and historic landscapes, poorly planned growth is further contributing to the decline of downtowns, undermining the concept of close-knit, walkable neighborhoods, and also costing taxpayers in terms of expansion outside existing infrastructure.

The Kentucky Heritage Council took the lead in chairing the Community Development and Design Committee and the Smart Schools Subcommittee, one of five work groups whose findings provided the basis for comprehensive Smart Growth Task Force Report, released in November 2001. Several successful legislative initiatives also sprang from this work, including a bill giving local control of cell tower siting, legislation regarding the siting of merchant power plants, brownfield redevelopment and solid waste, and the creation of Pine Mountain Trail State Park. Additionally, the Kentucky Progress Committee was created, an advocacy group that has continued this work to help raise public awareness about the need for long-term, quality growth.

Supplementing these efforts, the Kentucky Long-Term Policy Research Center chose the topic for an in-depth analysis of growth trends and how they impact Kentucky, while the Shakertown Roundtable, a consortium of business leaders from across Kentucky, dedicated its fall meeting to the topic of smart growth as an economic development strategy.

One issue that has thusfar failed to generate significant legislative support, but which is widely popular in states that have the incentive, is a proposed tax incentive that would provide up to a 30 percent credit for rehabilitating owner-occupied historic residential properties. The issue continues to be a priority for Commonwealth Preservation Advocates, the lobbying arm of the statewide non-profit advocacy group Preservation Kentucky, Inc., given that a tax credit for owners of historic homes would not only assist property owners but spur redevelopment in neighborhoods in a number of important ways. As of the writing of this plan, State Senator Ernesto Scorsone of Lexington has introduced BR 323, the Historic Homeowner's Assistance Act, to be discussed in the 2004 State Legislative Session.

Local and Regional Planning

Advocates of smart growth in Kentucky continue to emphasize that smart growth is pro-growth, offers a strategic approach to growth management, and provides opportunities for improved planning so that communities can choose how they want to grow. But planning in Kentucky continues to be a hit-or-miss proposition depending on where you live. As reported by the Kentucky Chapter of the American Planning Association, Kentucky has:

- 45 counties with individual planning and zoning units
- 26 counties with joint planning and zoning commissions
- 24 counties with joint planning commissions, but no countywide zoning
- 25 counties with no planning entity

The good news is regional planning efforts are gaining in popularity. According to the Kentucky Cabinet for Economic Development 2002 Annual Report, nine multi-county strategic plans are now being used in Kentucky and across state lines to guide economic development initiatives and achievements. These efforts include cities, regional planning organizations, and Area Development Districts like, the city of Ashland, the Northern Kentucky region, the Tennessee Valley Authority, the Blue Grass Area Development District, the East Kentucky Corporation, the Kentuckiana Regional Planning and Development Association, the Barren River Area Development District, the Paducah Area Regional Industrial Authority, and the Southern Kentucky Industrial Development Authority.

Common objectives of these regional planning efforts include infrastructure development and marketing. Additionally, while each State Cabinet is required to submit a strategic plan with its annual budget request, the Cabinet for Economic Development has further set a priority to coordinate with other Cabinets to integrate and implement statewide, joint strategic planning. Each of these initiatives provides an opportunity for advocating the importance of historic preservation as a quality of life issue and an important part of any comprehensive economic development strategy.

Creating vibrant, nurturing communities continues to be a strategic initiative of the Kentucky Long-Term Policy Research Center, which has developed 26 goals for the future of the Commonwealth – with broad input from the public – based on this concept along with lifelong, quality educational opportunities, creating a sustainable, prosperous economy, a clean, beautiful environment, and honest, participatory government at all levels. According to the Center's publication *Visioning Kentucky's Future: Measures and Milestones*, of these 26 benchmarks, citizens in the post-September 11 era cited "safe and caring communities" as the most important goal for the future.

Implications and Recommendations for Historic Preservation

- The state of Kentucky is at a pivotal moment. New leadership and new initiatives are coming both from Frankfort and from the federal government. It will be important to promote the benefits of preservation to new leaders and new organizations set to change Kentucky's course. Preservationists should seize the opportunity to partner with this leadership to accomplish important historic preservation work.

- The state budget crisis and federal budget deficits, along with the War on Terrorism, have made the climate for public support of preservation tenuous. Preservationists must continue to promote the economic, social, and environmental benefits of preservation as essential for enhancing the quality of life and building a better Kentucky.
- All preservation is local. Local governments, organizations, and individuals are the people who get preservation done. New leadership should be aware that local-decisionmaking is a priority in preservation initiatives from the state and federal governments. The federalist revival that has begun in Washington fits nicely with the way Kentucky's SHPO has always accomplished work.
- Preservationists must lobby for full funding for the Federal Historic Preservation Fund (HPF). Loss of these funds means that little preservation planning will be accomplished, as the Heritage Council uses monies from the HPF to sponsor local survey and local National Register work.
- There is a need to study the effects of Homeland Security measures on the treatment of government-owned historic buildings and sites as well as the effects of terrorism policy that could take monies away from preservation programs.
- Preservationists need to better promote the benefits of preservation of our heritage. The post 9/11 climate may be a chance for preservation advocates to take advantage of the current patriotic fervor to "tell our story" in such a way to emphasize how historic preservation contributes to preserving America's quality of life and the character of our communities.
- Encourage the reestablishment of a State Planning Office. Also, support the inclusion of preservation as a goal for regional planning entities like the ADDs and the creation of Smart Growth legislation for the state.
- Promote the benefits of the state Main Street and Renaissance Kentucky programs for preservation in local communities.
- Encourage legislation on the federal, state, and local levels that is supportive of preservation efforts.

Economic Trends

The economic situation is very different today than it was at the writing of the last preservation plan, and it is likely to be a very different picture five years from now as this State Historic Preservation Plan leads us into the next decade. At the outset of the planning process for this state preservation plan, however, deficits at the federal and state level (thus local governments) mean a tight economic reality that is affecting virtually every segment of the economy.

Fortunately in Kentucky, several innovations have occurred since publication of the last State Preservation Plan that focus on developing broad public policy that supports a New Economy, defined as the global system of commerce and industry in which the keys to wealth and job creation are knowledge, innovation, and technology. The challenges were defined with the passage of HB 572, the Kentucky Innovation Act of 2000, which directs the Commissioner of the New Economy to develop a strategic plan toward this end.

In addition to the Office for the New Economy, the Act created the Kentucky Innovation Commission, a 15-member board to provide ongoing advice and direction and policy recommendations; partnerships with the Cabinet for Economic Development, the Council on Postsecondary Education,

the Kentucky Chamber of Commerce, the Kentucky Science and Technology Corporation and the Kentucky Community and Technical College System; and funding for a staff position in Washington, D.C.

The mission of *Kentucky Innovation: A Strategic Plan for the New Economy* is “to create a globally competitive innovation process that is fueled by world-class resources and sustained by an entrepreneurial climate, resulting in a continuously higher standard of living for all Kentuckians.” This plan also identifies four innovation regions across the state and further suggests a New Economy strategic plan for each.

In Kentucky, efforts to develop a New Economy means setting the stage for thriving research and development, an entrepreneurial business climate, and an educated workforce. This is partly in response to the Milken Institute ranking of Kentucky as 44th in the overall 2001 Innovation Index. In addition to bolstering pre-existing educational priorities such as Bucks for Brains¹⁸ and other academic initiatives, the Act also creates several new and progressive programs such as the Rural Innovation Fund, enabling small, rural-based Kentucky firms to undertake research and development work; creates high-tech investment and construction pools; commits seed and venture capital; supports recruiting of knowledge-based firms and workers; calls for the development of regional Innovation and Commercialization Centers; and other bold initiatives to support a variety of public/private partnerships.

Since 2000, these efforts have been closely tied to the work of the Smart Growth Task Force and subsequently the Kentucky Progress Committee, because in the new economy of the 21st century, “quality of place – matters.” According to the strategy for the future laid out in the *Smart Growth Task Force Report*, smart growth is an economic development strategy – and protects and enhances quality of life for all citizens.

Further, according to the Report, principles of smart growth should: respect property rights; recognize local control of the decision-making process; reduce the per capita costs of providing public services to a growing population; and recognize that quality of place is directly related to quality of life.

High-tech firms are mobile and tend to locate and grow in areas that have a high concentration of skilled workers; in return, workers want to live and work in areas that are attractive, clean, and free of congestion. Together, these factors call for preserving a community’s cultural heritage and fuel the smart growth movement in Kentucky. Further, these efforts are championed nationally by the work of noted authors such as Joel Kotkin and Richard Florida as well as economist Donovan Rypkema.

Agriculture

The Governor’s Office of Agricultural Policy was created in 1998 as a comprehensive development strategy and to administer diverse entities that include the Kentucky Agricultural Development Board, the Kentucky Tobacco Settlement Trust Corporation, the Kentucky Center for Agricultural Development and Entrepreneurship, the Governor’s Commission on Family Farms, and the Kentucky Agricultural Resource Development Authority.

¹⁸ The Bucks for Brains program is an initiative designed to attract top researchers and scientists to the state’s universities to accomplish research in health sciences, technology, and other fields important to our growing knowledge based economy.

Tobacco, particularly, continues to impact Kentucky's economy both positively and negatively. Only North Carolina surpasses Kentucky in tobacco production, but Kentucky continues to be the most tobacco-dependent state in the United States. According to the University of Kentucky Cooperative Extension Service, tobacco accounts for 50 percent of Kentucky's crop receipts and 25 percent of Kentucky's total agricultural cash receipts, yet uses 1 percent of the farmland in the state.

According to *Cultivating Rural Prosperity: Kentucky's Long-Term Plan for Agricultural Development*, tobacco will continue to be an important cash crop. In 2000, tobacco accounted for approximately \$674 million in farm sales, out of a total \$3.61 billion in total farm product sales. Money is also coming back to the state via the National Tobacco Settlement, announced in 1998 between the Attorneys General of 45 states and four major cigarette companies. Kentucky is expected to receive approximately \$3.4 billion over 25 years, with 50 percent of revenue going to help develop and diversify Kentucky's agricultural economy and other funds earmarked for education and smoking cessation. Phase II, the National Tobacco Growers' Settlement, was announced in 1999 as a special fund created to offset losses to farm families caused by the initial Settlement, with approximately \$1.5 billion allocated to Kentucky over 12 years.

Unfortunately in Kentucky, prime farmland continues to be lost to development at an alarming rate, mirroring the national trend. According to the American Farmland Trust, America loses two acres of farmland every minute of every day, with the problem attributed not to growth itself – but to wasteful land use. According to the Trust, from 1982 through 1997, the U.S. population grew by 17 percent, while urbanized land grew by 47 percent. Over the past 20 years, the acreage per person for new housing almost doubled, and since 1994, 10+ acre-housing lots have accounted for 55 percent of land developed.

Still, according to the U.S. Department of Agriculture, Kentucky Agricultural Statistics Service, a State Statistical Office of the National Agricultural Statistics Service, Kentucky ranks fifth in the number of farms behind Texas, Missouri, Iowa and Tennessee. Land in farms comprises 13,600,000 acres and accounts for 54 percent of the total acreage in the state, with an average farm size of 153 acres. The average value of farmland and buildings (measuring dollars per acre) rose from \$978 in 1990 to \$1,850 in 2002.

Manufacturing

According to the 2002 Annual Report published by the Kentucky Cabinet for Economic Development, manufacturing continues to drive Kentucky's economy and bolster traditional industries such as coal, wood products, bourbon, and tobacco. Announced investments for manufacturing and service-related firms for 2002 totaled \$3,252,744,186 and were responsible for the creation of 12,650 new jobs.

As measured by percentage change in gross state product, from 1990 to 2000, Kentucky ranked as the 21st fastest growing economy in the U.S. A high quality of life will be essential to maintaining a higher growth rate.

Health Care

From an economic standpoint, emphasis on biomedical, biotechnology and health-related activities as well as recruiting knowledge-based industries whose products are information, innovation, ideas, and technology will continue to be a major public policy push for the state. Human health

and development are noted as major priority areas in *Kentucky Innovation: A Strategic Plan for the New Economy*, given high incidences of cardiovascular disease, cancer, obesity and a poor overall health index for the state. Further, the report notes, “the economic potential for the Commonwealth in the biosciences is significant, and Kentucky is uniquely positioned to make major scientific advancements...” The University of Kentucky and the University of Louisville Medical Centers have been leaders in these efforts.

Technology and Communications

As part of the commitment by Kentucky to increase its technological capacity both in training and business, Connect Kentucky¹⁹ initiatives have been implemented through the Kentucky Innovation Act of 2000, which assesses the Commonwealth’s preparedness for global electronic commerce and makes strategic recommendations for growth. Kentucky has also been a leader in making state government accessible to the public, through establishment of the Governor’s Office of Technology and a multi-year effort to make government services available via the web.

In *The Road Ahead: Uncertainty and Opportunity in a Changed World*, Michael T. Childress, Executive Director of the Kentucky Long-Term Policy Research Center, notes that Kentuckians are increasingly becoming connected to the wired community but still lag behind the U.S. average. In a companion article by Jonathan Roenker, an economic analyst at the Center for Business and Economic Research at the University of Kentucky, a 2002 survey conducted by the center shows that 26.5 percent of large Kentucky businesses and 11.2 percent of small Kentucky businesses are involved in e-commerce, or selling their goods or services over the Internet, a number not likely to grow over the next few years. “The overwhelming majority of businesses not currently using the Internet for online sales indicated they did not use it due to the incompatibility of their product being sold in this manner.”

Banking / Finance

Accessing capital for preservation projects continues to be a challenge for homeowners and those seeking to renovate and restore their historic properties. According to the National Trust for Historic Preservation, many owners of historic homes have gaps in their insurance coverage, particularly for details that make a historic home special – such as raised panel wainscoting, hand-hewn lumber, double-hung or fanlight windows, and stepped wood crown moldings. To assist homeowners, the National Trust has partnered with a firm to offer special coverage that includes proper valuation and pays for restoration and replacement cost coverage for furnishings.

In addition to these difficulties, many historic homeowners report that they have been denied any insurance coverage because of the age of their homes. Those that have insurance on an older house have noted significant rate increases. Some homeowners have even reported that banks have been less likely to loan them money or refinance their older house, due to its age. Though not yet formally studied in Kentucky, it is likely that negative perceptions regarding older houses along with a sluggish economy have exacerbated these matters.

¹⁹ Connect Kentucky is enhancing Kentucky’s competitiveness in the networked world by creating a better understanding of existing technological infrastructure, access and usage, and implementing the resulting action plan to build upon advantageous resources within the Commonwealth. Connect Kentucky is a public-private partnership between the Office of the New Economy, private industry, Kentucky’s universities and the Center for Information Technology Enterprise (CITE, Inc.).

In Kentucky, several unique programs have been created through public/private partnerships to assist preservation financing in local communities. For example Boyle County, long recognized for its preservation efforts and named a Great American Main Street in 2001 by the Main Street Center of the National Trust, has launched an effort to help promote and retain healthy business activity in the county. Six financial institutions have committed a \$1.2 million pool of funds with the cooperation of the Community Development Council, the Heart of Danville Main Street Program, and the city of Danville. Loans are available to property owners should they wish to rehabilitate their real estate so the exterior could be enhanced, the structure preserved, or the interior changed to accommodate the needs of a business prospect. Design standards as outlined by the Secretary of the Interior must be followed.

Labor and Production

According to the U.S. Department of Labor, Bureau of Labor Statistics, Kentucky's monthly unemployment rate continues to rank below the national average. From May 2002 through April 2003, seasonally adjusted national unemployment rates ranged from 5.7 to 6 percent, while Kentucky rates for the same period were consistently lower, ranging from 5.3 to 5.7 percent.

According to industry employment projections for future job growth, compiled by the Kentucky Cabinet for Workforce Development, projections for the decade 1998 through 2008 show a decrease of 17.2 percent for agricultural production, crops; a decrease of 10.8 percent for agricultural production, livestock; and a decrease of 72.3 percent in cigarette production; with an increase of 27.3 percent in agricultural services overall.

Of interest for the same time period, Workforce Development Cabinet statistics project a 15.5 percent increase in construction, an 111.1 percent increase in computer and data processing services, and a 177.8 percent increase in the production of cut stone and stone products.

Long-Term Economic Challenges

In 1992, the Kentucky General Assembly enacted HB 89 to provide for continuity and stability in the state's economic development system, professionalism in leadership, and long-range planning to meet the needs of a competitive global economy. The bill further mandated the creation of the Kentucky Economic Development Partnership, responsible for overseeing the Cabinet for Economic Development, and a statewide strategic plan. Updated for 2002-2006, the plan's mission is "to create more and higher quality opportunities by building an expanding sustainable economy to improve the quality of life for all Kentuckians." Among its goals of creating a globally competitive business environment is to manage resources to maximize return on investment.

In the strategic plan, six benchmarks were chosen by the partnership to reflect Kentucky's lower cost of living compared to the nation. Kentucky's cost of living is estimated to be 91.8 percent of the United States average (45th lowest in the United States plus the District of Columbia).

Unfortunately, low cost of living does not necessarily correlate with "quality of life." Mark Schirmer, a research assistant with the Kentucky Long-Term Policy Research Center, writes in his essay "Bluegrass and Blacktop: The Transformation of Kentucky's Landscape" that the continuing rural economic downturn in Kentucky – as reflected in terms of lagging wage increases, per capita income and earnings changes, employment growth and the gap between wages in metro and

non-metro counties – contributes to out-migration and lost income tax revenue and increases the challenge to maintain and improve infrastructure and the general quality of life in rural communities.

Further, this is reflected in the number of farms and the total acreage of farmland that has been steadily shrinking over the last 30 years. “The crumbling of the tobacco market has put the traditional family farm on shaky ground, forcing farmers to sell off land, search for alternate agricultural products, or even find other means of employment.”

Statewide, larger economic issues loom that remain to be addressed by legislative leadership that will have a tremendous impact on how Kentucky will continue to grow.

Dr. Charles W. Martie, a policy research analyst at the Governor’s Office for Policy Research in Frankfort, writes about the erosion of Kentucky’s tax base in “Seven E-Z Pieces: Financing State and Local Government,” a summary of the Kentucky Long-Term Policy Research Center’s report *Financing State and Local Government: Future Challenges and Opportunities*. Martie explains that Kentucky’s recent history of state and local taxes can be summarized in a word: erosion, and that the reduction in the elasticity of Kentucky’s tax structure is causing it to lose its ability to grow with the national economy.

Among the reasons he lists are:

- E-commerce transactions and lost state tax revenue
- Uneven growth of the economy that affects revenue in a myriad of ways
- Economic development tax expenditures for new and expanding enterprises
- Elderly population growth
- More effective tax planning, which has reduced state tax income
- Special interests groups that seek federal legislation to reduce state tax liability
- Evasion or non-compliance with tax laws

These sources of fiscal pressure “will continue to erode the foundation of Kentucky’s state and local tax system if not addressed,” he concludes.

Recruiting and retaining workers in the New Economy demands that quality of life is in place – and historic preservation and preserving the character of communities is an essential component. From an economic perspective, a truly symbiotic relationship exists between preserving our heritage and the rich history of our state, and maintaining and maximizing quality of life for all Kentuckians.

Implications and Recommendations for Historic Preservation

- The economy is, in general, in decline. This fiscal downturn from the growth of the late 1990s is a double-edged sword for preservationists. First, it could mean a slow-down in the amount of sprawl type of growth across the Commonwealth, which could result in better-planned development and preservation. And, it could also mean that preservation programs are increasingly cut from state, local, and private donors’ budgets due to a poor economic climate. Preservationists should continue to follow these trends, and attempt to promote the benefits of good planning and preservation to the economy of our state.

- Link preservation initiatives with the efforts of the Kentucky Office of the New Economy. Make clear that preservation is essential to a good quality of life in the state through which we can build thriving communities and attract and maintain a knowledgeable work force. Also, note that historic buildings can provide cutting edge spaces to conduct New Economy programs.
- As pressures to reduce dependency on tobacco heightens, Kentucky farmers will be forced to look to new and expanded production of crops and livestock to make up the loss. From a preservation perspective, this further emphasizes the need to establish and enhance programs that support purchase of development rights, to help reduce the pressure to sell farmland for development.
- Continue to create innovative ways to fund preservation projects, much like the Danville-Boyle County public-private partnership project noted in the section on Banking and Finance.
- Partnerships with land conservation groups will be important to address rural land preservation. Efforts should focus on education and strong and inclusive Purchase of Development Rights programs.
- Make better use of the Internet, as web use is increasing across the state, to educate about preservation.
- Demonstrate the effect of preservation on the growth of Kentucky's economy of the last 10 years, especially with relation to quality job creation, increased public revenues, and increased private expenditures.
- Preservationists must demonstrate how the homeowner's tax incentive will benefit Kentucky's economy by creating jobs and increasing public revenues.

Transportation Trends

The Commonwealth of Kentucky has a diverse transportation system that consists of airports, highways, railroads, public transportation, waterways, bicycle and pedestrian facilities. The Kentucky Transportation Cabinet continues to invest in the construction of new roads and bridges and in maintaining the existing system. This system consists of over 73,000 miles of public roads and streets, nine interstate highways, and nine state parkways with 27,400 miles of state maintained highways.

Kentuckians are highly dependent on the road system especially interstate highways, parkways, and collector roads. According to the Kentucky State Data Center, Kentuckians are increasingly traveling out of their home county to work. The 2000 Census showed that Kentucky is a net importer of labor with 5,108 persons coming into Kentucky for work versus a smaller number leaving the state for work elsewhere. Continued growth and expansion of the transportation system will have a significant effect on Kentucky's historic resources.

Roads and Bridges

The majority of the Kentucky Transportation Cabinet's funding is directed toward Major System Upgrades. This includes new routes and bypasses, existing route capacity expansions, major route reconstruction or relocation, and enhancing intermodal connectivity for the total state.

The expansion and maintenance of the highway system often results in widening of rural two-lane roads or their extension through farmland and small communities. This process can have significant effects on rural communities. On a positive note, new and improved roads often spur economic development, recruitment of industry, and commercial development. In many cases, though, road expansions encourage sprawl at the expense of historic buildings, downtown businesses, and cultural resources. The KTC attempts to avoid the deleterious effects of road building through its partnerships with local communities and the Kentucky Heritage Council.

The KTC recognizes the value of rural, historic road systems. The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 established a Scenic Byways Advisory Committee to develop a national scenic byways program. ISTEA further encouraged the individual states to institute state scenic byway programs. The State Byway Program has been in existence since October 1994. Kentucky defines a scenic highway or byway as a road that has roadsides or viewsheds of aesthetic, cultural, historical, and/or archaeological value worthy of preservation, restoration, protection, and enhancement. Kentucky currently has over 475 miles of roadways designated as Scenic Byways, which include the Wilderness Road, the Country Music Scenic Byway, and Old Frankfort Pike.

The KTC also recognizes the importance of identifying and preserving, if possible, historic bridges. To this end, a historic bridge survey was conducted in 1996 that surveyed bridges constructed up until 1950. It was determined that of the 416 bridges surveyed that 139 were eligible for the National Register of Historic Places. The KTC is currently planning a survey update and report, which will include bridges constructed up until 1965. Many historic bridges are being scrutinized for not meeting current design and safety standards. As a result, they are being demolished or sold to the general public.

Intermodal Transportation

Kentucky has several forms of multi-rider public transportation systems that include rural public transportation services, nine city bus/transit systems, and regionally coordinated human service delivery programs. The majority of riders use these amenities in urban and suburban areas across the state.

KTC has specific goals related to intermodal transportation, which include minimizing environmental impacts, promoting economic development, considering alternative mobility, and requiring integrated land use and transportation planning.

An intermodal transportation system that includes commuter rail, bicycle and pedestrian paths, and bus and rail passenger service can reduce environmental impacts, sprawl, and the decline of historic downtowns.

Railroads

Preservation of rail corridors is one of the goals of the Kentucky Statewide Rail Plan. The objectives of this goal are to preserve existing rail service, or obtain rights-of-way where service is not possible. Preserving these rail corridors protects the rights-of-way, bridges, trestles, and other historic structures associated with the rail lines. Abandoned rail corridors may be turned into bike and pedestrian trails (through the Rails-to-Trails program), green space, or tourist/recreational lines. This provides a temporary use for the rail lines, which could allow for reinstallation of rail service.

Passenger rail service in Kentucky includes Amtrak and tourist/excursion rail lines. Amtrak is available in Ashland, Maysville, South Portsmouth, Fulton, and Louisville. However, due to Amtrak's funding issues, service in Kentucky may be curtailed. There are five operating tourist/excursion lines. These include the Hardin Southern Railroad, Big South Fork Scenic Railway, My Old Kentucky Dinner Train, Kentucky Railway Museum, and the Bluegrass Railroad Museum. The Kentucky Transportation Cabinet is studying future rail passenger services. Light rail systems are being considered in Louisville and the Northern Kentucky and Cincinnati, Ohio regions. According to the Kentucky Statewide Rail Plan, "The KTC could identify and evaluate, where justifiable, passenger rail transportation, particularly in the metropolitan areas, and identify opportunities to improve connections to other passenger modes of transportation...The KTC could also identify other metropolitan areas with the potential to support passenger rail service. One opportunity for future passenger service may be extending current service from Louisville or Cincinnati to Lexington."

Kentucky's economy is dependent upon a multi-modal transportation system and a variety of transportation choices for people and transfer of goods are desirable. Connectivity of these transportation systems and evaluation of alternatives is vital. Rail service can be an effective transportation alternative. One point of emphasis, being studied by the KTC, is to reduce truck traffic along Kentucky's Interstate corridors by diverting it to railroad. Transportation alternatives, like this, can reduce the necessity to widen interstates and parkways, which in turn can have a significant impact on historic resources.

Transportation Enhancements in Kentucky²⁰

Congress approved legislation that created Transportation Enhancement (TE) funding in 1991 and its reauthorization in 1998. TE funding is meant to expand the scope of transportation planning to include provisions that encourage public participation, protect natural and cultural resources, and ultimately make communities more livable.

Federal transportation enhancement legislation is in the process of being reauthorized by the House and the Senate. The next bill - called the Safe and Flexible Transportation Efficiency Act of 2003, or SAFETEA (S. 1072)- allots more than \$300 billion over six years for TE projects. Transportation Enhancements remain a mandatory program in the bill even after the House of Representative's Subcommittee on Transportation voted to make the enhancements program optional. Although Transportation Enhancements appear safe for now, historic preservation environmental review provisions are in danger. Several members of Congress have suggested weakening the 4(F) provision of National Transportation Act, which requires all transportation projects to avoid historic sites unless there is "no feasible and prudent alternative" and requires "all possible planning to minimize harm" to historic places. This debate is set to take place in the Senate in February 2004.

The Intermodal Surface Transportation Efficiency Act (ISTEA) and Transportation Equity Act for the 21st Century (TEA-21) authorized states to spend ten percent of their allocation of Surface Transportation funds on transportation enhancement projects. Today, there are 12 specified transportation enhancement activities, several of which are preservation related. They include acquisition of scenic and historic easements and sites, historic preservation, archaeological planning and research, scenic beautification, preservation of historic rail lines, and rehabilitation of

²⁰ This section comes from the following Kentucky Heritage Council publication. Becky Proctor, ed., *Kentucky Takes the Road Less Traveled: Kentucky Historic Preservation and the Transportation Enhancement Program* (Frankfort: Kentucky Heritage Council, September 2001).

historic transportation buildings. While other state transportation departments resisted implementing transportation enhancements, Kentucky realized the value this program could have on its communities.

Since its inception, Transportation Enhancements have played a significant role in preserving historic resources, stimulating cultural and heritage tourism, and in revitalizing communities in Kentucky. It has become a catalyst for the formation of partnerships between state agencies, local governments, community groups, and private business owners.

One of the most significant partnerships formed has been between the Kentucky Transportation Cabinet and the Kentucky Heritage Council. They have worked closely together to protect Kentucky's historic and cultural resources, using innovative techniques to maintain historic resources and the cultural, aesthetic, and environmental characteristics of Kentucky's landscapes, while meeting the need to expand transportation networks. The Kentucky Transportation Cabinet contracted with the Kentucky Heritage Council to provide oversight on all historic preservation projects making sure that *The Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation* are followed.

As a result, Kentucky leads the nation in the percentage of Transportation Enhancement funds obligated to historic preservation projects. Between 1991 and 2003, Kentucky invested almost \$100 million of ISTEA and TEA-21 funds in historic preservation projects.

Transportation Enhancements have played a significant role in the Main Street and Renaissance Kentucky programs. The Renaissance Kentucky initiative brought together agencies of state government to form an alliance, which would pool together the expertise and resources of each agency, to help communities preserve, restore, and revitalize their city's core. To date, \$25 million of Transportation Enhancement funds have been designated specifically for these communities.

This program has been a catalyst for cities to preserve historic resources and help maintain the special character of each town. TE funds assisted Kentucky communities in a variety of ways, such as restoring facades of downtown public buildings, creating more pedestrian friendly streetscapes, preserving historic sites, protecting scenic byways, and rehabilitating historic transportation buildings as house museums, visitor centers, or serve modern transportation needs.

For many years, it seemed as though transportation and preservation were on opposite sides of the spectrum. Today, the Kentucky Transportation Cabinet and the Kentucky Heritage Council have brought transportation professionals and preservationists together on common ground. Through Transportation Enhancements, they are able to preserve and protect Kentucky's historic resources and still meet the needs of today's modern transportation system.

Implications and Recommendations for Historic Preservation

- Road and Interstate expansions will be a priority for Kentucky over the next six years. These expansions can have a negative effect on historic and cultural resources without planning and public engagement in the process.
- The KTC follows a 6-year planning process. Local preservation groups should be aware of Kentucky's Transportation Plan and attempt to address concerns before issues arise. <http://transportation.ky.gov/progmgmt/2002syp.html>

- Encourage view of transportation planning that includes local public participation, early planning, and partnerships among state agencies to produce a transportation system that preserves historic and prehistoric sites and natural environments, while meeting current transportation needs.
- Preservationists should be aware of current trends surrounding transportation, especially with regard to the danger of losing Transportation Enhancement funds for historic preservation and community redevelopment projects.
- Preservationists should join forces with environmentalists to advocate for more alternate transportation systems. Special emphasis should be placed on passenger rail service and bike trails that would diversify Kentucky's transportation system and reduce the need for more roads and more sprawl.
- An unfortunate trend in the state is obesity and illnesses related to unhealthy development patterns and a lack of transportation alternatives. Preservationists should advocate for better-planned new developments and alternate transit options as a public health issue.

Education Trends

Education in Kentucky has been among the most important and most debated topics over the last several years. From the highly celebrated Kentucky Educational Reform Act of 1990 to the effort by the state's flagship university to become one of the most renowned research institutions in the nation, Kentuckians have seen drastic changes in the formal arenas of education. In addition to these changes, Kentuckians have expanded their views on education to include opportunities for life-long learning. These alterations have made it possible for a record number of adult Kentuckians to receive their high school equivalency or attend college. It has become increasingly clear that the level of educational achievement and attainment are directly related to the economy of our state. As the state motto puts it, "Education Pays." And, what it pays is better salaries, which allow for better housing choices, better jobs, and a better quality of life.

K-12 Educational Themes

The Kentucky Education Reform Act (KERA) was inaugurated in 1990 and provided the context for sweeping changes in Kentucky's public schools. Prior to KERA, Kentucky schools were ranked near or at the bottom of the nation in most measures of educational quality. In sum, schools received their funding based upon a system that allowed for egregious differences between wealthy districts and poorer districts. The result of this iniquitous system was some kids had more advantages than others based upon their district's means. KERA challenged the notion that these inequities were inevitable results, and made it clear that each child could learn with adequate provisions. The central guiding principles of KERA reflect this focus: all children can learn at high levels, given adequate time, opportunity and support; equity is critical; the school is the best place to make decisions about what happens in the school; high standards produce high achievement; and results matter.

Although the system of assessing student performance is somewhat cumbersome, there are some basic principles that can be related. Kentucky's school systems operates under a vision set forth by Kentucky's Learning Goals and Academic Expectations. This vision defines six goals that all high school graduates should possess. They are:

- 1) Students are able to use basic communications and mathematics skills for purposes and situations they will encounter throughout their lives.
- 2) Students shall develop their abilities to apply core concepts and principles from mathematics, the sciences, the arts, the humanities, social studies, practical living studies, and vocational studies, to what they will encounter throughout their lives.
- 3) Students shall develop their abilities to become self-sufficient individuals;
- 4) Students shall develop their abilities to become responsible members of a family, work group, or community, including demonstrating effectiveness in community service
- 5) Students shall develop their abilities to think and solve problems in school situations and in a variety of situations they will encounter in their lives
- 6) Students shall develop their abilities to connect and integrate experiences and new knowledge from all subject matter fields with what they have previously learned and build on past learning experiences to acquire new information through various media sources.

To make these goals happen, schools flesh out a program of studies, which includes arts and humanities, English and language arts, health, mathematics, science, social studies, and physical education. These categories are further divided into general expectations for primary, intermediate, middle level, and high school students. It is important to note that the schools themselves decide, within certain parameters, what the content of the program of studies will be. For instance, a school may elect to teach Kentucky History in the fourth grade as a unit, but this is not a requirement.

Since its inception, KERA has continued to be implemented, revised, and tested. The ten-year anniversary report notes that “Kentucky’s education reform isn’t new anymore, and in fact, it is really no longer a reform. It is Kentucky’s system of public education now.” However, the trend of reform is still in effect in Kentucky’s schools and the impact of KERA continues.

Other trends also impact Kentucky’s schools. Among the many trends is the drive to enhance the use of technology in schools. Particularly, the Kentucky Education Technology System (KETS) “envisions the use of computing and telecommunications technology as critical tools for improving student learning, teacher effectiveness, and administrative efficiency” for every school in the state. As is the case with KERA reforms, it is the responsibility of the school based decision-making council to integrate the use of various technologies in ways that enhance local learning abilities.

The struggle for the next several years will be to successfully integrate President Bush’s “No Child Left Behind” standards with the standards already in place in the state.

K-12 School Facilities

Kentucky currently has 176 school districts, approximately 600,000 students, and about 1,250 major school centers not including central offices and bus garages. Of these facilities, around 250 or 20 percent are considered historic buildings. According to statistics from the Kentucky Department of Education, approximately two-thirds of all public school construction has been renovation or addition to existing school sites with the balance in new construction for growth and replacement. What this means is that two-thirds of KDE’s facility projects are additions to existing buildings or construction of a new building on the site of an older facility (which is then demolished). It is not clear from KDE’s statistics which option is the predominate approach.

Kentucky's school building program is a partnership between the local district and state government with shared funding, responsibility, and authority. Kentucky has three state supported funding mechanisms:

- Capital Outlay – Based on student attendance is \$100 per student each year (part of Support Educational Excellence in Kentucky (SEEK)).
- Facility Support Program of Kentucky (FSPK) – Provides authority for local 5¢ tax per \$100 of assessed property value to be matched by state equalization to the state's average assessment per student. Funding is provided through SEEK.
- School Facilities Construction Commission (SFCC) – Assistance is provided based on facility needs.

Long-range district facility plans, which establish organizational structure, facilities, capacity and capital construction priorities are required from all schools/districts. Those decisions, including new construction, renovation, organizational structures, and consolidation are made locally with recommendations from KDE's Division of Facilities Management.

All buildings, old or new, are classified under a system facilitated by KDE. These classifications are based upon a number of factors that are judged by a registered architect and engineer on the local district level, and by the Local Planning Committee (LPC). The local planning committee, which is a group charged with overseeing the local facility plan, is composed from the following parties: parents and business leaders; teachers, administrators, maintenance staff; and design professionals.

Basically, the classification system is composed of permanent, functional, and transitional facilities. A permanent designation means that the building is ranked as a permanent educational facility that qualifies for addition and renovation funds, as approved by the district facility plan and the State Department of Education. Permanent facilities are considered to be in good or excellent condition. A functional center is a center that does not meet four of the six criteria required for designation as a permanent center. These criteria address transportation costs, student assessments, fiscal equity concerns, a building/site evaluation, parent/community support, and equitable educational opportunities. The functional designation generates no funds from the School Facility Construction Commission (SFCC) program. A transitional educational center is a facility that the local board of education has determined to be phased out, or for which a new school will replace the older building. Classification as a transitional facility provides no SFCC funds, and the building cannot be replaced if destroyed. Transitional facilities are not eligible for major renovation work, and are considered to be in poor or fair shape.

Historic Preservation and K-12 School Facilities

According to the Heritage Council's historic schools survey report, historic schools are in danger of being demolished and replaced with new facilities. Paralleling the poor nature of the state's educational achievement in the past, older schools have been equated with the antiquated system of educating our youth. Regrettably, the reform movement has targeted buildings and made them an issue of equity. A new building, to some educators, is progress. The historic schools survey report makes clear, though, that older buildings are not the problem. The problem with older buildings is that they do not receive equitable attention on par with newer facilities. There is little guidance on how to renovate older schools from KDE, nor is there any money set aside to address the problems

of aging schools. These items, taken together, means that older school facilities are perceived as being unprogressive and dilapidated, because they are neglected.

The survey report characterizes the problems as the following, "The typical Kentucky school over 50 years old could be described as a solid brick two-story building constructed circa 1933 with dropped ceilings and plastered walls. At least one addition has been constructed for classrooms, gymnasium, library, or cafeteria space. While there has been some renovation work undertaken, the building has not had all major systems updated. In all likelihood, the school has had a new roof and electrical systems, but lacks modern central heating, air conditioning, and ventilation systems. Routine maintenance is probably done by the building janitor on an "as-needed" basis. A preventative maintenance plan is not likely to be in existence. The building is classified as a permanent member of the district's school building stock.

The other type of school facility in Kentucky is the transitional school building. In general, these schools have not had any major renovation work done in the last 30 years. Typically, these structures have been cosmetically repaired to include carpeting, wood veneer paneling, dropped acoustic tile ceilings, and replacement windows. Hardly any transitional facilities reported undertaking major systemic work in over 30 years. The building plant was described by the survey respondent as in poor condition.

The initial difference between these two types of facilities appears to be very low. Most of the buildings were constructed at a similar time, of similar materials, and with similar aims. However, the transitional school has not been maintained at a tolerable level, and has been allowed to slip into a chronic state of disrepair. While these building can be renovated, the costs seem to be prohibitive.

When estimating the costs of constructing a replacement facility, though, it must be kept in mind that new schools require a major expense in infrastructure improvements. It can cost a hefty sum to provide water/sewer lines, roads, transportation to and from the school, and site improvements. Sometimes the costs of these improvements are much higher than simply renovating the shell of an older building. In general, a building feasibility study should always take into consideration these infrastructure costs, as well as the life expectancy and maintenance costs for the new facility, when deciding whether to construct a new school. Significant sums of money could be saved and funneled into renovation projects, teacher salaries, technological resources, and educational programs."

As the report shows, there are many states that have actively maintained their older school facilities. Among these states, Maine and Maryland have managed to reverse the mantra of "new is better," and replace it with an understanding of the importance of keeping older neighborhood schools. It is a proven fact that community schools enhance the value, both economically and socially, of an area. Constance Beaumont, in her study of neighborhood schools, states that, "students can be more independent and not require their parents to drive them everywhere they go; students can participate more easily in work-study and service-learning programs; neighborhoods can retain the anchors that have served them for generations; parents can be more involved in their children's school activities; cohesive neighborhoods can be preserved and provide the 'village it takes to raise a child;' and students can receive personal attention and an excellent education in these often smaller schools, which can engender local pride."

Post-Secondary Education

Post-secondary education has also experienced significant changes in the last several years. Conceived of as a crucial policy measure designed to bring economic growth to the state, the Patton administration established the Council on Post-Secondary Education (CPE). The Council, which is a 15 member board dedicated to coordinating change and improvement in Kentucky's postsecondary education system, was part of the 1997 landmark legislation, the Kentucky Postsecondary Education Improvement Act.

Basically, this Act attempts to address the low academic attainment rate for the state through promotion of a university or college education. The vision for Kentucky includes a desire for, "educated citizens who want advanced knowledge and skills and know how to acquire them; and who are good parents, good citizens, and economically self-sufficient workers," and further, "Vibrant communities offering a standard of living unsurpassed by those in other states or nations." Clearly, the intent of these reforms is to invigorate the economy and quality of life in the state through access to higher education and a knowledge based economy.

And, these programs have achieved results. According to 2002 status report from the CPE, enrollment in Kentucky's public colleges and universities has increased by over 31,500 since 1998. The current enrollment of 205,000+ students is a first for the state. Among the adult population, the results are even more impressive. The number of adults returning to school for higher degrees has increased by 69 percent, from 51,177 to 86,413 attendees. The number of General Equivalency Diplomas (GEDs) to Kentucky adults has expanded by 57 percent, which is the sixth highest increase in the nation. Kentuckians are getting the message that their economies and communities depend on having a better skill and knowledge base.

In addition to this progress, the Council has promoted the use of technology in educating Kentuckians. This means that Kentuckians in rural communities without a college or university can attain credentials, and those with full time jobs and family obligations can have more flexibility when completing course work. Among the most important of these initiatives is the Kentucky Virtual University. This program, which offers all of its courses online, allows students to receive a degree from all of the major universities and community colleges. The coursework parallels the curricula taught at the university or college campuses. Inaugurated in fall 1999, the KYVU has increased from 228 students and nine academic programs to over 9,700 students and 34 programs in fall 2002. The Kentucky Virtual Library is an important partner in this endeavor. The KYVL furnishes access to 24 college/university and public libraries catalogues across the state. According the press materials, "there are 5,000 full text journals, a resource sharing system with statewide courier service, the Kentuckiana Digital Library, a virtual reference desk, tutorials on information literacy, and digital services for K-12 students, teachers, and parents." The KYVL provides access to citizens statewide at an average rate of 800,000 searches per month.

Along with efforts to expand access to Kentuckians, the Council has also promoted higher standards for Kentucky universities and colleges. The "Bucks for Brains" endowment match program has lured over 111 endowed chairs and 175 endowed professorships to Kentucky universities and colleges. This support has attracted internationally and nationally known researchers in such fields as technology, health sciences, agriculture, and historic preservation. Additionally, CPE has assisted with the overhaul of 246 academic programs and the introduction of 612 new degree programs. Their main focus has been the advancement of "new economy" programs, focused on engineering and science.

The Kentucky Community and Technical College System has been a player in educating Kentuckians, and part of the reforms managed by CPE. Currently, there are 62 campuses across the Commonwealth open or under construction, offering “accessible and affordable education and training through academic and technical associate degrees; diploma and certificate programs in occupational fields; pre-baccalaureate education; adult, continuing, and developmental education; customized training for business and industry; and distance learning.” According to Hugh Haydon, President and CEO of the Owensboro-Daviess County Chamber of Commerce, “KCTCS is paying dividends much sooner than most people expected. It has become one of our strongest economic development tools.” KCTCS enrolls nearly 68,000 students in for-credit courses, in addition to 180,000 students a year in workforce training and continuing education course work.

Finally, the Council has participated in the creation of the Kentucky Innovation Commission and the Office for the New Economy. These endeavors are an attempt to provide policy leadership on successfully competing in the knowledge-based economy. Currently, there are four main programs that are offered. Among these programs are the Research and Development Voucher programs, Rural Innovation programs, and the establishment of Innovation and Commercialization Centers (ICCs).

As has been noted by the Kentucky Long-Term Policy Research Center, a university/college education is not perceived as affordable for some Kentuckians.²¹ As the article states, “Merely an educated guess just a few short years ago, a stream of reports from organizations and individuals have questioned the accessibility of higher education and the increasingly difficult access to this path out of poverty. Researchers consistently point to steadily increasing tuition rates that have outpaced inflation and wages, widening gaps between college costs and financial need, rising debt among students, and intensifying competition among institutions that have upped the financial ante for students of ‘merit,’ to the likely exclusion of students of need.” Thus, the policies which attempt to attract the best and the brightest to the state may be unconsciously undermining the ability of average Kentuckians to receive higher education credentials. The trend among policy makers and planners is to remedy this situation.

Historic Preservation and Postsecondary Educational Facilities

Unlike primary and secondary school buildings, postsecondary facilities have not been studied in any depth. Without this study, only preliminary trends can be noted. In general, the state of older buildings on university campuses is precarious. Universities do not typically plan to keep their older buildings in service unless they are of utmost significance. Buildings that are not high style and structures that are between 50 and 100 years in age are typically endangered through poor maintenance practices as well as demolition. On a positive note, some universities are now considering historic properties in their planning process. The University of Kentucky, in fact, has surveyed their older buildings and is currently working with the Historic Preservation Master’s program to assess conditions and future plans for the structures. More partnerships like this are needed at universities and colleges across the state.

According to the State Historic Properties Task Force Work group, a group organized to survey and make recommendations for all state-owned properties over 50 years in age, there are 285 state university facilities over 50 years in age. Of these buildings, 68 buildings or 24 percent are over

²¹ Michael Smith-Mello, Opportunity at Risk: Equity in Access to Higher Education, in Kentucky Long-Term Policy Research Center, *The Road Ahead: Uncertainty and Opportunity in a Changed World* (Frankfort: Kentucky Long-Term Policy Research Center, 2002), 81-92.

100 years old and are either on the National Register or a top priority for Register listing. Universities should give these buildings precedence in their planning process. The remaining surveyed buildings are categorized by the Task Force with relation to their historic or architectural significance and the importance given them by university planners.

In addition to buildings on the campus itself are historic neighborhoods surrounding university and college campuses. These neighborhoods and their historic houses could be in danger of being demolished due to university expansion needs. As postsecondary enrollment increases, so do needs for classrooms, dormitories, and service buildings for the student population. In sum, space in proximity to campus becomes important for future educational use.

As there is currently no state review process²² for state-owned structures, it is important to keep up-to-date with university plans for historic areas. Universities do not have to follow local planning and zoning processes, nor are they subject to historic district regulations. In fact, frequently the city or town and the university are not in communication, so plans for an area can come as a surprise. Communications between localities and campus are, then, extremely important. Some universities have reached out to local communities in a process typically called “town and gown” planning. This type of planning entails coordination among two powerful entities to achieve better results.

Another issue is the nature of historic neighborhoods near campus. While many houses are owner-occupied, the pressures for student housing can lead to a large number of rental houses near campus. In general, this housing is not as well kept as owner occupied housing and it is frequently more expensive than historic housing located in other parts of town. These factors can undermine efforts to revitalize neighborhoods surrounding university campuses.

It will be important in the next five years planning cycle to form a holistic understanding of the issues facing university-owned and university-impacted buildings and a plan to further their preservation.

Historic Preservation and Postsecondary Education

Historic preservation is a broad field concerned with the documentation, conservation, and interpretation of historic landscapes, sites, and buildings as well as their renovation and reuse. In this career field, preservationists must be able to navigate difficult situations that range from assessing a building’s condition to working with local political leaders to understanding the import of public policy on the movement. In sum, preservationists must have flexible, multi-faceted skills. There are several undergraduate and graduate level programs in Kentucky that offer training in preservation theories and concepts, and one full-time Master’s level program that offers a degree in historic preservation. Among the related programs are the University of Louisville’s Urban Planning graduate program, Morehead State University’s Public History undergraduate program, the Underground Railroad Institute at Georgetown College, the Center for Excellence in the Study of Kentucky African Americans (CESKAA) at Kentucky State University, and the soon-to-be instituted preservation undergraduate degree at Northern Kentucky University. The following text highlights some established historic preservation programs in the state.

²² Some states have a state 106 review process similar to the federal 106 review process which allows for early consideration of the impacts of state undertakings.

The University of Kentucky: Department of Historic Preservation

The University of Kentucky College of Design houses the Master's Department in Historic Preservation. UK's graduate program in historic preservation at the University of Kentucky prepares students for careers as professional preservationists who may choose to practice within local, state, federal, or non-profit settings or as independent consultants. It also provides an intellectual orientation to interpreting the built environment and employing it as evidence for understanding human culture.

The program adopts an interdisciplinary approach to the investigation of buildings and landscapes, drawing upon contributions from architecture, interior design, and landscape architecture, as well as from other disciplines that address material culture such as anthropology, archaeology, art history, geography, and history. Accordingly, the program is academically allied with related departments at the University of Kentucky. In addition, the Preservation Department maintains alliances with preservation agencies and organizations at both state and local levels. Among the strongest of these is that with the Kentucky Heritage Council. The Heritage Council is a supportive partner in the Center for Historic Architecture and Preservation (CHAP), a branch of the preservation program that undertakes research on Kentucky's historic architecture and manages preservation projects with student research assistants.

Western Kentucky University: The Historic Preservation Track

Western Kentucky University offers a Master's degree in Folk Studies, which allows students to choose among several curricula tracks. Among these tracks is the opportunity to minor in historic preservation. The historic preservation track combines folklife and historic preservation, focusing on the preservation of the architectural landscape and on cultural conservation. Students gain experience in architectural documentation, in the study of material culture, in museology, and in historical investigation. The preservation track is recognized by the National Council for Preservation Education, and it is the only course study in North America which unites the concerns of the folklorist and the preservationist.

The Graduate Program in Folk Studies at Western Kentucky University is recognized internationally for its unique approach to the study of folklore and folklife. Western's Folk Studies Program has been at the forefront of merging traditional academic studies in folklore and a pragmatic orientation toward the job market. Graduates of the program have done well in either traditional academic pursuits, continuing their graduate studies in doctoral programs elsewhere, or in finding employment in the burgeoning field of public sector folklife and in historic preservation. Program graduates are currently employed in a range of institutions and organizations, museums, oral history programs, educational institutions, and the media.

Murray State University: Public History and Historic Preservation

The Public History program at Murray State University is administered by the Forrest C. Pogue Public History Institute. The Pogue Institute is part of the history department at Murray State University. They offer a master's degree in public history as part of the history department's graduate program.

The program includes course work in United States history and a number of public history areas, as well as internships and directed studies courses to provide hands-on experience. Internships and directed studies are done with a number of cooperating institutions.

In addition to this focus, the program offers guidance in historic preservation. In particular, the program provides a general overview of the different aspects of historic preservation, including downtown revitalization, neighborhood organization, historic house management, preservation legislation, preservation education and historic architecture.

Postsecondary Technical Training

Preservation-based rehabilitation of historic structures is one of the fastest growing segments of the construction industry. Despite this interest, a lack of skilled craftspersons and the misconception that preservation and rehabilitation work must be more expensive than replacement or new construction present barriers to restoration and rehabilitation work.

Many adults may want to learn a technical trade, rather than attend an academic program. There are several initiatives afoot to provide technical preservation training through Community Colleges in Western and Eastern Kentucky. One of the more successful week-long technical skills programs has been at Pine Mountain Settlement School in Harlan County. The Pine Mountain School for Practical Historic Preservation is a series of workshops held every summer at Pine Mountain Settlement School in southeast Kentucky. The settlement school was established during the early 20th century to educate rural mountain children.

Among other educational events held there today, the Pine Mountain School sponsors preservation workshops to promote stewardship of the environment and allows their historic campus buildings to be worked on in conjunction with these seminars. The workshops have covered such topics as steel and wood window restoration, a 15-year paint job for clapboard buildings, and historic plastering techniques.

The Pine Mountain School brings together historic homeowners, contractors, architects, and students to learn about efficient and cost-effective methods of historic preservation. The Pine Mountain School for Practical Historic Preservation is serving as a pilot project to initiate a more formal craftsman-training program through the Kentucky Community and Technical College System (KCTCS).

Implications and Recommendations for Historic Preservation

- Seize the opportunity to link preservation skills to the core curricula of Kentucky's K-12 schools. Since preservation skills encompass math (through measuring and drawing buildings and sites), science (through conservation, archaeology, and the practice of reading a building), English (through understanding and writing about buildings), humanities (through research on our rich heritage), social studies (through a vernacular architecture approach to building and site study).
- Continue successful K-12 preservation educational initiatives like the Youth Environmental Summit, the American Legacies Program for teachers, the Kentucky Archaeological Survey programs, the Student Photo-Essay competition, and the Teaching with Historic Places initiatives.
- Among the many measures recommended by the Historic Schools study, is the establishment of an aging school construction fund. The state of Maryland has created such a program and it

provides monies for major and minor renovation work to Maryland's aging schools each year. The addition of this dedicated funding source along with a careful local planning process could greatly assist districts when planning for future service of older facilities.

- Also suggested in the report is a KDE Renovation and Maintenance guidebook, which would make clear how to achieve these goals for older buildings. In this guide, renovation projects should be outlined step-by-step and maintenance issues should be detailed in terms of work accomplished on a daily, monthly, and yearly basis. This type of maintenance program could assist local schools with formulating a preventative maintenance plan. The guide could also contain a "best practices" section.
- A study should be completed that provides a holistic understanding of the issues and opportunities facing postsecondary educational buildings, much like the Historic Schools Study.
- Focus on education through the Internet for both K-12 students and college students, since the trend is an increased use of the web for learning. This effort could be fruitful if paired with the Kentucky Virtual University and the Kentucky Department of Education.
- Tie-in with efforts to create knowledge based economy through promotion of preservation as a technical skill.
- Since the trend is for adults to return to school for retraining, promote educational programs in preservation, both existing academic programs and programs that teach craft skills.

Tourism Trends

Bourbon, horses, barbeque, and bluegrass music— these are the images brought to mind when thinking about Kentucky tourist attractions. However, Kentucky has a wealth of historic places that date from the antebellum farmsteads of the early 19th century to roadside architecture of the 1920s and 1930s. With all these cultural and historic attractions, it is no wonder that tourism is third largest industry in Kentucky after agriculture and automobile-oriented industries. In fact, the tourist industry is the second largest employer in the state. In 2002, Kentucky's tourism industry surpassed previous forecasts, when revenues exceeded \$9 billion.

Among the many measures that brought about this change is the introduction of a cultural heritage tourism program with a full-time staff person situated in the Kentucky Department of Travel. The cultural heritage tourism sector has matured over the last three years with the development of the *2000 Cultural Heritage Tourism Strategic Plan*. This plan has allowed for a concentrated effort surrounding the state's historic and cultural resources. As the plan states, "Kentucky has a strong cultural heritage product, and visitors are increasingly seeking out these kinds of experiences as part of their travel plans. This plan will guide Kentucky in enhancing their existing cultural heritage tourism offerings, coordinating efforts to eliminate duplication and build stronger partnerships, and market Kentucky's cultural heritage to capture a greater share of the cultural heritage tourism market." The plan relies on local grassroots efforts, a strong organizational structure, and a statewide comprehensive approach.

The cultural heritage tourism sector has experienced much growth across the United States as well, especially with the resurgence of interest in American history and culture after September 11, 2001. A survey commissioned by the Travel Industry of America suggests that 65 percent of all America travelers included a cultural or historic activity or event on their trip. The number one type of destination

among cultural and heritage travelers is visiting a historic site (43 percent). According to the survey, 29.6 million travelers added extra time to their trip. In general, tourists with heritage or cultural interests have more disposable income than the average population, stay longer at their destination, and are more respectful of local resources. These trends are no different for Kentucky.

In Kentucky, travelers from surrounding states comprise most of the vacationing population, with the majority coming from Ohio, Indiana, Illinois, and Tennessee. According to the cultural heritage tourism plan, these vacationers were “more likely to have experienced small towns and villages, landmarks and historic sites, rural farming areas, lakes and rivers, a national or state park, wilderness areas and/or scenic byways...” Kentucky’s Cultural Heritage Tourism program recognizes the potential economic impact of a strong heritage tourism program. This program can provide economic benefits to rural communities across the state that invest energy into developing programs for the touring public.

Other trends that the Kentucky Heritage Tourism program would like to capitalize on also includes capturing the growing market for educational travel experiences for children of the baby boomers. Their travel “desires” are increasingly being studied in order to develop kid and young adult-friendly programs.

Since the inception of the cultural heritage tourism plan, Kentuckians have seen a dramatic increase in grassroots efforts to promote local attractions. From the Civil War Battlefield Trails to the Route 23 Country Music Highway corridor to the inception of an Appalachian Arts Center in Berea, the cultural heritage tourism sector is helping Kentuckians grow their economies from within, using low-impact resources and human labor.

Incentives

Complimenting and enhancing these endeavors are the legislative packages that devote more resources to cultural and heritage tourism. Perhaps the most important of these was the Kentucky Tourism Development Act of 1996. This Act permitted developers of tourist attractions to recover up to 25 percent of project costs through a sales tax refund.²³ The projects must cost a minimum of \$1 million, attract 25 percent of visitors from out-of-state, be open to the public at least 100 days a year, and pay for an economic development study. Under this program, a minimum of three sites with historic associations were preserved and opened to the vacationing public.²⁴

Also important to the cultural heritage tourist sector was the enactment of House Bill 372, or alteration of tax increment financing (TIF) for tourism projects. This Act allowed developers to recover a proportionate increase of state and local taxes generated by the project. The requirements for TIF programs for tourism projects specify that it must represent new economic activity in the state, have a minimum capital investment of \$10,000,000, create no less than 25 new full-time jobs, have a net positive economic impact for the state, generate no less than 25 percent of its annual revenues through out-of-state visitors, result in a unique contribution to or preservation of the economic vitality and quality of life in a region, and not be primarily devoted to the retail sale of goods. There were two projects approved for this incentive as of 2002; of these one project was an historic site.

²³ A tourism attraction project is defined as, “a cultural or historic site, recreation or entertainment facility, Kentucky Crafts and Products Centers, Entertainment Destination Center, or area of natural phenomenon or scenic beauty.”

²⁴ Sites include the Glassworks in Louisville, the Owsley Brown Frazier Historical Arms Museum, and the Heaven Hill Distilleries Visitor’s Center.

Finally, a tourism development loan program was initiated in 2000 that provided the Tourism Development Cabinet with \$1.5 million to fund a loan program to assist small tourism businesses. This program has assisted at least one historic site with a small loan of \$127,000.²⁵

Though not legislative in nature, the Southern and Eastern Kentucky Tourism Development Association (SEKTDA), a nonprofit organization sponsored by US Representative Hal Rogers, has made a substantial impact in this region of the state. In fact, there has been a significant increase in tourism activities in East Kentucky over the past year. Although the economic boon has been specifically related to the Country Music Highway corridor, the “Company’s Coming” partnership between the state tourism office and SEKTDA has also been fruitful. “Company’s Coming” programs utilize tourism promotion and development as the catalyst to bolster local economies. SEKTDA is charged with implementing the plan.

National Heritage Areas, a program managed by the National Park Service (NPS), are another option for state and regions looking to capitalize on their tourist potential. A National Heritage Area is a place designated by the United States Congress, where natural, cultural, historic, and recreational resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. These patterns make National Heritage Areas representative of the national experience through the physical features that remain and the traditions that have evolved in the areas. Continued use of the National Heritage Areas by people whose traditions helped to shape the landscapes enhances their significance. Heritage Areas designation comes with monetary reward of up to \$10 million over a period of twelve years from the date of enactment. The funds, which come through the NPS, can be used for a variety of activities, including management support, construction projects, community challenge grants, resource conservation efforts, signage, etc. So far, Congress has designated 24 Heritage Areas across the United States; there are no Heritage Areas in the state of Kentucky yet.

In sum, Kentucky’s heritage tourism potential is abundant. There are opportunities for communities to highlight their African American, Native American, Military, or Appalachian heritage, among many others. This heritage can lead to expanded economic advantages, while building on local peoples and local resources.

Implications and Recommendations for Historic Preservation

- Cultural heritage tourism provides a vehicle to participate in preservation. The basis for CHT is promotion of historic places as economic development.
- Preservationists must make clear that tourism will logically follow if towns/cities and rural areas are preserving and using their older buildings. This may sound elementary, but there is a trend within the field to discuss preservation as an afterthought, when it truly is the crux of these efforts. Authenticity is inevitable if it is based upon local endeavors to create an excellent quality of life.
- Preservationists should also learn more about the various tourism development grants and activities in order to benefit from them—both financially and for purposes of promotion.
- Partnerships should be maintained and emphasized with the Tourism Cabinet, SEKTDA, and other tourism groups.

²⁵ Old Crowe Inn Bed and Breakfast and Winery is the site in question.

- Kentuckians should explore getting National Heritage Area designations for distinctive regions in the state.

Environmental Trends

Few states are as environmentally diverse or rich in resources as Kentucky, with the Appalachian foothills of eastern Kentucky, rich farmland in the West, spectacular lakes and rivers from border to border, and the rolling pastures of central Kentucky where thoroughbred horse farms flourish – a landscape that is unique in the world. As diverse as our cultural landscapes are, so too are the concerns that govern environmental protection and growth issues. Communities across the commonwealth are grappling with the consequences of growth – larger towns and cities attempting to address sprawl development, and financially strapped communities addressing the common mindset that any growth is good growth.

Environmental issues in Kentucky continue to be a high priority with legislators and the public, a fact borne out by both public opinion polls and legislative proposals and initiatives. In fact, Kentucky's Long-Term Policy Research Center lists three environmental protection goals among its priorities for research and programmatic needs. Sustainable development of Kentucky's natural environment became the buzzword of the day as policies have been pursued to protect Kentucky's natural resources. Cited as ongoing obstacles are thousands of straight sewer pipes, illegal waste dumps, waste tire dumps and old solid waste landfills "that pollute Kentucky's water, land and air resources," as well as large, "industrial scale" animal feeding operations that face the challenge of managing waste.

Environmental Overview

Writing for *The Road Ahead: Uncertainty and Opportunity in a Changed World*, Leslie Cole, Director of the Kentucky Environmental Quality Commission, summarizes progress Kentucky has made in the Commission's report, *2000-2001 State of Kentucky's Environment: A Report on Environmental Trends and Conditions*. Among the positive trends are that a record number of Kentucky households now participate in door-to-door garbage collection programs and levels of air pollution continue to decline. More disturbing trends indicate that Kentuckians are consuming far more energy and conserving less, and that our state continues to lose its best farmland to other uses.

Following are pertinent findings from the report:

- An estimated \$2.8 billion is needed during the next 20 years to expand, upgrade and replace drinking water infrastructure in Kentucky. To address this, \$46 million was capitalized in the drinking water revolving loan fund in 2001 and \$22.16 million was approved in loans to fund 15 drinking water infrastructure projects.
- Improvements are being made in restoring water quality to many of Kentucky's 89,431 miles of rivers and streams with 34 percent of monitored waterways impaired by pollution in 1997-99, compared with 71 percent in 1972. Of the state's estimated 2,271 lakes, the news is not so good with 40 impaired public lakes noted in 1999 versus 33 in 1997. The increase in lake pollution has been linked to drought.

- Kentucky is ranked first in the nation in terms of companies that release ozone-depleting chemicals with 15 companies in 1999 releasing 3.83 million pounds of pollutants. The good news is, Kentucky has seen a decline in the levels of air pollutants over the last two decades with all areas of the state meeting the national standards and a continued decline statewide of air concentrations of most pollutants (with the exception of ground-level ozone) since 1995.
- Kentuckians continue to generate increasing amounts of solid waste, in 1999 estimated at 5.5 pounds of municipal waste per person a day. The good news is the state is gaining ground in households that participate in door-to-door garbage collection and the number of landfills capable of appropriately assisting disposal have increased, though no ground has been gained in the cleanup of open dumps or contaminated waste sites.
- The state is gaining ground in mitigating the effects of toxic pollutants with releases from industries declining by 9 million pounds from 1996 through 1998 and a decline in chemical spills reported during 1999 and 2000 after a 17-year rise, attributed to the closing of old underground storage tanks.
- Coal production has remained steady, despite an eight percent drop between 1999 and 2000. The trend in coal production is fewer, but larger mining operations with underground mines continuing to be the primary method of coal recovery in the state. An average of 20,000 acres of mine land are reclaimed each year, primarily for hay and pastureland, “although state efforts are underway to encourage forests as a post mining land use.”
- Kentucky is ranked sixth in the nation in per capita energy use, a trend that continues to increase as it has during the past three decades.
- Kentuckians are driving more miles than ever before with the average yearly fuel consumption per vehicle increasing from 520 gallons in 1990 to 538 gallons in 1999 – attributed to the popularity of larger, less fuel efficient vehicles.
- Kentucky is gaining ground in its protection of natural areas with an estimated 1.5 million acres of land (6 percent of the state acreage) under public ownership. About 22 percent of the state has been inventoried for unique natural areas.
- Kentucky has 25.6 million acres of land primarily composed of farmland and forestland. Unfortunately, Kentucky is losing ground, “with the conversion of an average of 109 acres a day to roads and urban areas and a majority of counties and communities still without the tools needed to address urban sprawl and land use conflicts.” According to the Kentucky Division of Forestry, Kentucky has 12.7 million acres of forestland, 93 percent of which is privately owned. Because these resources provide multiple benefits that include timber production, wildlife habitat, recreational opportunities, and aesthetic beauty, ecosystem management is becoming increasingly important as Kentucky’s economic base continues to fluctuate and more demands are placed on private forestland areas.
- An estimated 48 percent of Kentucky’s population lives in metropolitan areas. “Interest remains high in providing forest settings in urban communities.” In 1999, 126 cities had adopted urban forestry programs.

In all, this news is mixed with regard to environmental protection. Kentuckians are more aware than ever before about the effects of our choices on the natural environment, but much progress

remains to be accomplished, especially with regard to transportation alternatives, development patterns, and the use of precious nonrenewable resources.

Environmental Programs

In the introduction to its comprehensive report *The Road Ahead: Uncertainty and Opportunity in a Changed World*, the Kentucky Long-Term Policy Research Center succinctly notes how economic conditions contribute to broad environmental concerns. “As economic opportunity becomes more concentrated, so does the population distribution. The result can be urban sprawl, road congestion, environmental degradation, and loss of green space. Indeed, from 1982 to 1997, the amount of developed land in Kentucky increased by 52 percent – the seventh highest rate of increase in the nation – with most of it being prime farmland and occurring in the state’s urban triangle.”

Several programs have been implemented over the last 25 years to help preserve and protect farmland, ecosystems, and natural environments throughout Kentucky. The following is a summary of some of the important environmental programs and a description of their mission and objectives:

- The Kentucky Agricultural District Program was created in 1982 to help participating farm families lower property value assessments and protect farms from annexation when cities expand into rural areas. By 1999, 2,551 landowners in 63 counties were participating, covering a total 322,188 acres.
- The Kentucky General Assembly in 1994 established the *Purchase of Agricultural Conservation Easement Corporation* (PACE) which authorizes the state to purchase agricultural conservation easements in order to ensure that lands currently in agricultural use will continue to remain available for agriculture and not be converted to other uses. The program has received \$2.3 million in state and federal funds with an additional \$10 million allocated by the 2000 Kentucky General Assembly. To date, 14 easements have been purchased at a total of 3,388 acres. Six farmers have also donated easements of 1,020 acres.
- As part of this move to protect central Kentucky’s unique landscape from urban sprawl, the Lexington-Fayette Urban County Council has taken several major steps. In 1999, the Division of Planning unveiled a *Rural Service Area Land Management Plan*, which among other measures raised the minimum rural lot size from 10 acres to 40 acres to preserve rural green space – companion legislation to the establishment of Lexington’s Urban Service Boundary in 1958.
- In 2000, the Council further established Fayette County’s voluntary *Purchase of Development Rights* (PDR) Program, which compensates rural landowners for agreeing not to develop their land. The PDR program was the first agricultural conservation easement program administered by a local government in Kentucky. Its goal over the next 20 years is to protect 50,000 acres of rural Fayette County farmland. As of March 2003, 26 farms totaling more than 4,000 acres had been permanently protected from development. Funding for both the PDR program and to compensate landowners for the change in minimum lot size has been estimated at \$140 million from both public and private sources.
- The *Bluegrass Conservancy* is an active partner in the Fayette County PDR program. The Conservancy is a nonprofit, regional land trust committed to the conservation of farmland and preserving the unique rural and cultural resources of the Bluegrass Region. As of mid-2003, the organization held ten easements in Fayette, Jessamine, and Woodford counties.

- The U.S. Department of Agriculture and the Commonwealth of Kentucky have implemented a *Conservation Reserve and Enhancement Program* to restore up to 100,000 acres in the Green River Watershed. In Kentucky, this means \$110 million earmarked to protect Mammoth Cave and the Green River, providing financial incentives for producers to plant vegetative cover to protect water quality and protect wildlife habitat. These areas are considered by the U.S.D.A. to be one of the most diverse ecosystems in North America and the most biologically abundant branch of the Ohio River system.
- Since 1975, Kentucky Chapter of *The Nature Conservancy* has worked to save some of Kentucky's finest natural lands and the diversity of life they support through a carefully focused strategy blending science and business. By 2003, 35,000 acres of nature preserves in nine ecologically diverse regions were owned, co-owned, or managed by the chapter.
- *River Fields* is the largest land trust in the state of Kentucky, owning more than \$2.1 million in river corridor properties and holding four conservation easements in Jefferson County that protect more than 1,500 acres.
- Created in 1976, the mission of the *Kentucky State Nature Preserves Commission* is to protect Kentucky's natural heritage by (1) identifying, acquiring, and managing natural areas that represent the best known occurrences of rare native species, natural communities, and significant natural features in a statewide nature preserve system; (2) working with others to protect biological diversity; and (3) educating Kentuckians as to the value and purpose of nature preserves and biodiversity conservation.
- The *Kentucky Heritage Land Conservation Fund* was established by the 1994 Legislature to provide funding for: (1) natural areas that possess unique features such as habitat for rare and endangered species; (2) areas important to migratory birds; (3) areas that perform important natural functions that are subject to alteration or loss; and (4) areas to be preserved in their natural state for public use, outdoor recreation and education. Revenue from the fund comes from the state portion of the unmined mineral tax, environmental fines, and Kentucky's nature license plates.
- The *Kentucky Forest Legacy Program* is a voluntary program established by the Division of Forestry to support state and federal efforts to protect environmentally important areas. According to a needs assessment released by the Legacy program in 2003, there is no single motivating factor behind forest fragmentation in Kentucky. To lessen the rate of forest fragmentation and/or forest conversion in the Commonwealth of Kentucky depends upon the continued efforts from forest landowners and federal and state land conservation programs to manage population density, reduce urban sprawl, protect physiographic regions, and promote wildlife management and natural resource protection efforts, watershed protection, and restoration projects.
- *Bluegrass Tomorrow* is a coalition of business, farming, development, and preservation interests dedicated to promoting coordinated growth and preservation planning. What started as an organization to unite public, private, and corporate interests in a seven-county, central Kentucky region had, by early 2003, announced its intentions to expand statewide, maintaining its mission to explore regional solutions to build strong communities enhanced by greenways and productive farmlands.
- The Kentucky PRIDE program (*Personal Responsibility in a Desirable Environment*) is a non-profit, environmental organization that serves 38 counties in southern and eastern Kentucky. Its mission to provide education and resources to empower communities to improve their quality of life by improving the quality of their environment. Based out of the Center for Rural Development

in Somerset, PRIDE was launched in 1997 by Congressman Hal Rogers and the late General James Bickford, former Kentucky Secretary of Natural Resources. Through grants and awards recognizing creative environmental initiatives, PRIDE unites volunteers with the resources of federal, state, and local governments in order to clean the region's waterways, end illegal trash dumps, and promote environmental awareness and education, while renewing pride in the region.

- Improving environmental literacy for people of all ages was the goal of the *Kentucky Environmental Education Council* as it launched a program in 1997 to invite citizens and participants representing education, business and industry, government, and the environmental community from across Kentucky to design a master plan for improvement. Two years later its report, *Land, Legacy and Learning: Making Education Pay for Kentucky's Environment* was introduced containing 20 recommendations that, if implemented, would result not only in an improved environmental education in Kentucky, but "better education for our children and a stronger economy in the long run."

An Uncertain Future

As in other parts of the country, the economic boom that began in the 1990s fueled growth across the Commonwealth and helped boost Kentucky's gross state product, which grew 34 percent between 1990 and 1998. In the interim years, a stalled economy and subsequent recession have led to record deficits that are only projected to grow over the next five years.

Still, preserving open space, farmland, natural beauty, and critical environmental areas is one of ten principles of quality growth as identified by the National Governors' Association. Environmental initiatives were also strongly represented during the Kentucky Smart Growth Task Force planning process as one five committees – including Agriculture, Wildlife and the Environment.

Identification, protection and stewardship of natural areas and farmland must be an integral part of any smart growth initiative, given that tourism, jobs, and the basic state economy are so closely tied to land use and management. Further, these proposals go back to the fundamental reasons we must preserve our built environment and historic resources for future generations – not just for their aesthetic value, but because doing so makes good economic and environmental sense. But much work is still to be done in terms of tying all these crucial elements together and crafting a long-term plan for Kentucky.

At the forefront of these efforts is, simply put, preservation of Kentucky's iconic cultural landscapes. As summarized in the Smart Growth Task Force Report, "Historic preservation is a crucial component in the protection of Kentucky's environment and in creating a sustainable, prosperous economy. Historic preservation maintains the best of our built environment and represents responsible stewardship by re-using existing assets instead of abandoning them. The more effectively historic structures are re-used, the less Kentucky's natural environment will be consumed by uncontrolled development. Finally, the expense and degrading landfills necessary for the disposal of construction wastes from demolished buildings become unnecessary when buildings are re-used."

Implications and Recommendations for Historic Preservation

- Kentucky is experiencing high growth, especially in metropolitan areas, like northern Kentucky, central Kentucky, and the area around Louisville. This growth is largely unmanaged and is consuming quality farm and forest lands.
- Attitudes toward conservation in Kentucky are changing to emphasize an understanding of the importance of our natural environment. Kentuckians are beginning to acknowledge that unplanned growth, the decline of existing older neighborhoods and commercial areas, and the destruction of natural environments are connected. This realization has positive implications for efforts to protect, restore, and reuse historic resources.
- The preservation of historic and cultural resources is poised to become an important component of ongoing efforts that incorporate economic and environmental initiatives, including the work of the Kentucky Progress Commission.
- Preservationists and environmentalists should work toward common ground, because we face similar threats. Preservationists can learn from environmentalist's extremely successful educational initiatives, while conservationists can learn about the design-dimensions of quality growth and human community preservation. There should be a realization that we are stronger together than we are separate.
- Easements should attempt to protect natural, historic, and cultural resources, not just one or the other.

Historic and Prehistoric Resources

What a buzzel is amongst the people of Kentucke? To hear people speak of it one would think that it was a newfound paradise. A Kentucky Minister in 1775.²⁶

Kentucky's Important Past

Kentucky has a rich and complex history. From thousands of years of Native American occupation to more recent settlement by European and African Americans, the state has undergone enormous changes.

The land that became Kentucky was first settled by Native Americans hunters and gatherers—some 12,000 years ago. By the time of European and African American exploration and settlement, Native American tribes led a complex lifestyle, complete with villages and diversified agricultural economies. The European American settlers and the African slaves they brought with them changed all of that. In sum, the newcomers overarching desire to own and develop the land displaced Native peoples. Ironically, the Native Americans were displaced from the lands that came to be known as Kentucky, though their name for the lands—Kentucke—was adopted. In spite of their near displacement²⁷ from the state, their presence is evident on the landscape. From burial mounds of the Adena and Hopewell Indians to pottery and tools to remains of villages left behind, their lives are noted in material form.

Initially, European American settlers came primarily from the Virginia colony of which Kentucky was a part. There was also a sizable proportion of immigrants from Pennsylvania, Maryland, and North Carolina. White settlers were mostly native born, though there were migrants from England, Scotland, Ireland, Germany, Wales, France, Holland, and Sweden. African Americans who came to Kentucky were mostly enslaved and forced to come to the new lands to work for their white owners. A small number of African Americans came to Kentucky as free persons, though their numbers were always few.

Settlers to Kentucky encountered a diverse landscape. The rolling hills of central Kentucky, the verdant mountains of East Kentucky, and the near flat lands of far western Kentucky were included in the new territory. Recognizing this seemingly endless bounty, Kentuckians identified with the land and sought to make the territory a political entity of the newly formed United States. Kentucky officially entered the Union in 1792 as the fifteenth state.

The landscape of Kentucky proved fruitful for agricultural pursuits. In fact, most Kentuckians practiced agriculture in the 19th and 20th centuries, though the state began to urbanize in the early-to-mid 20th century. The state has remained largely rural. There has always been a manufacturing base. Tobacco, hemp, and bourbon, among other pursuits, have been produced in the state since the 19th century. Most of these enterprises were founded in small towns and larger cities. Throughout the 19th century, Kentucky continued to receive waves of immigrants. From the onslaught of Irish and German immigrants in the mid-1800s to Italian, Hungarian, and Arab migrants who came to work in the coalfields of East Kentucky in the late 19th century to the Hispanic and Asian migrants of recent past, Kentucky has always been home to diverse groups of people. Kentucky is not and has never been a place with little or no ethnic or cultural diversity.

²⁶ Lowell Harrison and James Klotter, *A New History of Kentucky* (Lexington: University of Kentucky Press, 1997), 5.

²⁷ There is still a Native American population in Kentucky.

The historic and prehistoric resources found on the landscape reflect this change and diversity. Over 200 years of European American settlement and the earlier presence of Native American peoples have created the place that is Kentucky. The attempts of earlier generations to form and reform Kentucky are evident in the houses, churches, schools, burial sites, villages and towns, battlefields, farms, and neighborhoods that make Kentucky so unique. These places are our important heritage. To preserve these historic and cultural resources, Kentuckians must understand what these places are. This section of the plan highlights some of these important resources and discusses how they are managed.

Kentucky's Prehistoric Resources

Prehistoric archaeological sites represent the remains of human activities that predate the establishment of European American stations and forts in Kentucky. These sites reflect more than 12,000 years of Native American settlement of Kentucky. For the purpose of this plan, sites assigned to the prehistoric context include those that date to the protohistoric or contact period. These sites date from the period of indirect contact between Native Americans and Europeans (A.D. 1550-1775).

The archaeological record of Kentucky reflects changes in Native American lifestyles, subsistence and settlement patterns, and treatment of the dead. Prehistoric sites are found throughout the state occurring in all physiographic regions. They include hunting camps, villages, burials mounds, earthworks, caves, rockshelters, and petroglyphs. The following text highlights these resources.

Open Habitation With or Without Mounds

These sites vary considerably in size, intensity of occupation, and range of activities performed at them. Sites assigned to this type include small habitations (usually less than 2 acres in size), such as hunting, fishing, gathering, and other types of extractive sites; and large habitations (usually over 2 acres in size), such as seasonal base camps and villages. The remains of houses as well as trash and storage pits, hearths, and human burials may be present at small and large habitation sites. Substantial midden (trash) deposits are often present at large sites. Burial mounds as well as platform mounds, where village leaders resided, are associated with some large habitation sites.

More than 50 percent of recorded archaeological sites are open habitations with or without mounds.

Mounds and Earthworks

Earthen mounds are places where prehistoric people buried their dead, while earthworks are places where archaeologists theorize that they conducted important religious and civic ceremonies. Burial mounds often grew in stages as additional individuals were placed within a mound. They were made of earth or stone and may occur individually or in groups. Some individuals were placed in log tombs and grave goods were placed with some burials. Earthworks are either circular ditched or rectangular earthen enclosures.

About 4 percent of recorded archaeological sites are mounds or earthworks.

Rockshelters

A rockshelter is any natural rock overhang utilized by Native Americans. These sites were usually habitation areas and often contain thick trash deposits, some more than three feet thick, human burials, and a wide variety of cultural materials. Dry environmental conditions at many of these sites sometimes resulted in the preservation of perishable items, such as baskets and moccasins. Occupation of these sites varied from short-term hunting and plant-processing localities to long-term seasonal or year-round occupation. Many were used periodically for thousands of years.

Almost 15 percent of recorded archeological sites are rockshelters.

Caves

Caves, which are natural solution cavities formed primarily in limestone, were often used by Native Americans. Archaeological remains have been found not only at cave entrances, but also deep within cave systems themselves. Domestic debris, i.e., midden, is primarily found at cave entrances, while cave interiors were often explored and their natural resources sometimes exploited by prehistoric miners. The interiors of caves sometimes served as burial sites.

Less than 1 percent of recorded archeological sites are caves.

Petroglyphs

Sites with prehistoric designs, usually pecked on natural rock formations, are classified as petroglyphs. Among the motifs identified are animal tracks (turkey feet), human hands and feet, turtles, and raptorial birds. Others are abstract designs that have yet to be interpreted, but probably meant something to the prehistoric people who created them. This site type may or may not be associated with other types of sites (i.e. rockshelters).

Less than 1 percent of recorded archeological sites are petroglyphs.

Religious Sites

In Kentucky, Native American earthworks and burial mounds may represent sacred or religious sites. While archaeologists can infer such functions for these sites and some historic tribes would consider them sacred, the mounds and earthworks date to the Early and Middle Woodland periods and the line of descendents of these people to an historic tribe has not been established.

Though lacking links between the prehistoric mound builders and historic Native American tribes in the state, archaeologists can make theoretical judgments by comparisons with documented examples of ceremonial functioning of earthen mounds in other regions at a later period. For example, early European explorers witnessed ceremonial activities of the mound building Natchez tribe in Mississippi.

Kentucky's Historic Resources

Historic resources are those buildings, sites, structures, and objects dating to the period for which written records are generally available, which begins with the period of European exploration and settlement. Native Americans, of course, had inhabited Kentucky for thousands of years before this time, so Kentucky has a long history before European American settlement, but the period before European contact is known as “prehistoric” by convention. Major changes to the landscape and the built environment of Kentucky occurred after European American settlement in about 1775. Kentucky maintains historic resources that reflect history from the late 18th century through the post WWII era.²⁸

Geographically, these resources exist in all corners of the state, composing a diverse landscape ranging from the Appalachian mountain ranges in the East to the Mississippi River flood plains of the West. The types of historic resources are also very diverse. Houses, stores, factories, battlefields, iron furnaces, monuments, motels, barns, trains, bridges, parks, churches, landscapes, signs, distilleries, and airplanes are but a few examples of the many types of historic resources that enrich our understanding and appreciation of Kentucky's history. Associated archaeological deposits are also found at these sites, including foundation walls, cellars, privies, and trash pits. Some of Kentucky's diverse resources are, in fact, only represented by archaeological remains, like 18th century forts and battlefields.

Kentucky's historic resources comprise a physical record of over 200 years of European American history. Reflecting the time and place within which they developed, these historic resources are a tangible link with Kentucky's past. Forming distinctive cultural landscapes in combination with their natural environments, they contribute to Kentuckians' strong sense of place. This sense of place is a forceful argument for preservation. The following text highlights historic resources found in Kentucky. This list is not exhaustive, but rather forms a basis for discussion of Kentucky's rich past.

Houses and Domestic Archaeological Sites

Houses are by far the largest category of sites in the historic resource surveys, comprising over 31,000 sites or 61 percent of the total sites surveyed. More than half of the surveyed houses are built of frame. About one quarter are built of brick, another 12 percent are constructed of log and only 1.4 percent are built of stone. The remainder of houses in the database, about 6 percent, are reported as being built of other materials.

The preponderance of houses in the survey database reflects both the tendency of historic sites survey to focus on houses and the reality that houses are the most common building type in Kentucky. Because of their importance as the center of private life, houses provide a strong source for cultural history. That is, houses tell us more about our culture and our values than perhaps any other resource.

Kentucky's earliest historic houses²⁹ appear similar to those in regions that settlers migrated from, mainly Pennsylvania, Virginia, and the Carolinas. Often two neighboring houses in Kentucky will reflect very different traditions. We might find a house that reflects Pennsylvania-German origins, with characteristic heavily framed roof timbers, while the next farm over we might find a house that reflects the Tidewater Virginia tradition of lighter roof framing. In some cases, we even find that

²⁸ The Historic Resources Survey usually concentrates on sites that are fifty years old or older, because less than fifty-year-old sites cannot be listed on the National Register unless they have exceptional significance.

²⁹ “Early” here refers to houses built prior to 1800.

differing traditions converge in one building: for example, a house form reflecting Pennsylvania origins, but constructed with techniques found most commonly in the Virginia Tidewater region.

By the early nineteenth century, more consensus in building practices had developed, but the landscape is far from homogenous. Log was probably the most common construction material, followed by frame, brick, and stone, although it is commonly thought that brick was the most common building material of the time.³⁰ Frame construction began replacing log after the Civil War, and new technologies, such as concrete block, cast iron, and even metal building, became fashionable after the turn of the twentieth century. Over time, local building trends followed national style development, but regional variations are still evident well into the twentieth century in the state.

Variation and diversity are characteristic of Kentucky houses. Certainly, there are many standard types—the five bay I-house with a long rear service ell enclosing a porch is found repeatedly on farms over almost a century time span, for example. Field survey, however, continues to reveal wide variation. A form may be more or less constant over the landscape, such as the two-door “Cumberland” house, but vary from region to region in the details of its construction, plan, and ornamentation.³¹

Within any region, houses are usually found which do not look like their neighbors. Such houses often reflect the work of a person who immigrated from some other part of the county, or who had strong personal tastes. The latter is reflected in the few octagon houses built in Kentucky.

Throughout the historic period, houses can be categorized by several contextual factors, including urban/rural, by which region, by which time period, by association with which ethnic group, or with an individual. There is great variety even among urban centers. For example, in Louisville, there are neighborhoods of ubiquitous shotgun houses, while Newport has its own equally characteristic side-entry townhouses. The Appalachian Region and some parts of Western Kentucky retained log construction far longer than other parts of the state. Southcentral Kentucky displays regional characteristics associated with the Upland South, while far Western Kentucky reflects its connection with the Mississippi Valley, such as the occasional Creole Cottage.

Building traditions for houses began to become more national in outlook in the twentieth century. Builders increasingly participated in a national culture, as houses could now be ordered from the Sears or Aladdin catalog, lumber could be shipped by rail, or built from purchased plans. Thus, Kentucky houses began to look like houses across the United States. Plumbing, electrification, and other amenities were adopted by builders at an increasing pace. Even so, many houses with modern amenities still followed traditional forms.

Suburban housing developments began to be built along streetcar lines near major urban centers in the late nineteenth century, and dispersed further with the adoption of the automobile, particularly in the post-World War II era. Popular early twentieth century housing forms include the bungalow where the visitor entered directly into the family’s living space rather than into a hall and the more formal Colonial Revival central passage house. In the buildings of the baby boom era, new materials, styles, and construction processes abound. The ranch house and the many prefabricated houses, like the Lustron and the Gunnison houses, provided less formal living space for post-1945 families. These houses were typically located in new suburbs on the outskirts of town.

³⁰ Because brick weathers the ravages of time well, it is then inferred that brick was the predominant building material. This is not true, as these houses reflect the values and costly building material of the elite.

³¹ For information about house types and construction techniques, see Gabriel M Lanier & Bernard L. Herman: Everyday Architecture of the Mid-Atlantic (Baltimore: Johns Hopkins University Press, 1997); Virginia & Lee McAlester: A Field Guide to American Houses (New York, Alfred A Knopf, 1993); and the Kentucky Historic Resources Survey Manual.

Houses are represented in the archaeological record by the remains of the house, associated outbuildings, and activity areas. The remains range from limestone footers for log cabins to substantial stacked limestone foundations. Cellars are associated with the remains of log cabins as well as more substantial houses. In the absence of a foundation, the former presence of a house may be reflected by a high concentration of nails and window glass. Outbuildings associated with houses include privies, root cellars, smokehouses, wells, cisterns, and springhouses. The remains of slave cabins are associated with many rural nineteenth century houses. Most of the artifacts recovered from house sites reflect their domestic nature and include ceramics, glass bottles, buttons, coins, and animal bones.

Commercial Buildings and Archaeological Sites

Approximately 10 percent of surveyed structures are commercial buildings.³² Commercial buildings of the nineteenth and early twentieth century are usually found in urban centers. Before the advent of the automobile, commercial activity primarily took place in downtown areas. Exceptions include taverns and rural country stores which were found along the early roadside.

Early downtown commercial buildings often resembled houses, and were frequently built of frame or log. But the nineteenth century saw the commercial building type coming into its own. Stores clustered around courthouse squares with the main architectural emphasis placed on their front facades became pervasive. Behind the brick or cast iron facades and neat glass shop fronts, the first floor provided retail space with apartments and offices upstairs overlooking the street.

As the popularity of the automobile spread and new roads snaked out over the landscape in the twentieth century, commerce began dispersing from the urban centers. Stores, restaurants, motels, and other commercial establishments as well as signage for these enterprises took on new forms to attract the motoring public, rather than pedestrian traffic. Downtown, many commercial establishments followed suit, radically altering the design of their facades and the layout of the interiors. In fact, the “Modernize Main Street” campaign of the 1940s-1960s, which was a movement to bring business back downtown, provided for the numerous false fronts that cover the upper stories of some of Kentucky’s commercial buildings.

As with houses, commercial buildings are represented in the archaeological record by the remains of foundations and associated outbuilding. Since many early businesses also functioned as the domestic residence of the proprietor, similar types of artifacts are found at house and commercial sites. Archaeologically, commercial sites are distinguished from domestic sites by higher concentrations of certain artifacts. For example, a blacksmith shop would have more metal artifacts, while a tavern would have more serving dishes and eating utensils. Cellars are often associated with commercial buildings. Outbuildings associated with commercial buildings include: privies, root cellars, ice houses, and slave cabins.

³² This number does not include some structures that could be considered commercial, such as industrial buildings or hospitals

Public Buildings and Archaeological Sites

From the courthouses that landmark the center of each county seat town to the State Capitol buildings in Frankfort to the post offices, schools, banks, libraries, jails, armories, airports, fire stations, and water treatment facilities, etc. that are so important to the management of civic life, public buildings play a large part in defining the image of federal, state, and local government. Public buildings are often the largest and most elaborate buildings within a community. These buildings might best be described as architect-designed monumental structures that are frequently the site of grand public art.

This depiction is particularly true of public buildings from the middle of the nineteenth century to the middle of the twentieth century. Before that time, communities across the state may have had a log or masonry courthouse that was usually replaced by a larger structure. The replacement of a smaller transitional structure typically signaled the desire of the town or city to symbolize its importance architecturally.

As is the case throughout the nation, the New Deal era programs of President Roosevelt allowed for many communities to construct public infrastructure they were lacking. Communities in Kentucky benefited from new courthouses, jails, schools, post offices, roads, bridges, etc. through the skills of local laborers. After about 1960, newly built post office buildings or schools were likely to be a nondescript box buildings located on the edge of town along a major highway.

Only a few public building sites have been excavated by archaeologists. Among these was the Old Capitol, where remains of an old jar that had been converted to a privy was investigated. Investigation of the Old Capitol property resulted in the recovery of a large number of spittoons that were used by legislators as well as political campaign buttons.

Less than 3 percent of surveyed buildings are public buildings and sites.

Religious Buildings and Archaeological Sites

Recorded religious sites primarily include churches, synagogues, and burial grounds. Kentucky's religious history³³ is overwhelmingly tied in with the Christian faith, although the Jewish faith and other sects are a significant presence. In spite of what appears to be hegemony of belief, though, there was great diversity in beliefs among Christians, and thus diverse types of buildings to accommodate these beliefs.

Religious buildings share many commonalities with public buildings, as they tend to be among the most prominent buildings within a given community. Others are very unassuming, but their plainness may mask their significance to the local community or to religious history. For example, Kentucky was the site of one of the most significant religious camp meetings of the nineteenth century in the Second Great Awakening. While there were earlier meetings in Logan County and other parts of western Kentucky, it was the camp meeting that took place at Cane Ridge in Bourbon County that Kentucky is especially important. Still associated with that site is the unassuming log church built at Cane Ridge much along the lines of Virginia/Pennsylvania style meeting houses.

The Church is an especially important focus for the African American community. African American churches provided solace from the toils of both the slave and freed African American worker and a place to organize against the evils of segregation during the Civil Rights era. Many important historic

³³ This refers to religious beliefs of post-European settlement

examples of Black Churches exist, such as the Freedom Baptist Church, a log building in Monroe County, and Greater Liberty Baptist Church in Lexington, Fayette County.

As for the large, high style architecturally embellished churches, Kentucky has many fine examples of Cathedrals, such as the Mother of God Cathedral in Covington or Christ Church Cathedral in Lexington.

Whether plain or elaborate, religious buildings and sites are heavily symbolic in nature, and thus carry great depth of meaning. Like houses, they are important indicators of culture and their documentation is important to understanding Kentucky's history.

Among the religious sites that have been investigated by archaeologists are St. Thomas, the Cathedral of the Assumption, and the Holy Sinai Plain at Shakertown at Pleasant Hill. Among the artifacts recovered from St. Thomas and the Cathedral of the Assumption were prayer glass and crucifixes. The Holy Sinai Plain was represented by a central area devoid of artifacts that was encircled by a wooden enclosure.

Approximately 4 percent of surveyed sites are associated with Religion.

African American Resources

It is not an easy task to characterize the richly diverse historic resources associated with Kentucky's African American history in a few short paragraphs. They range in date from the beginnings of the historic period to the present, and in size from small outbuildings to entire neighborhoods or towns. They also vary in character from sites associated with negative aspects of our history to the celebratory and uplifting. The former include the site of slave auctions at Cheapside in Lexington, and the numerous slave houses at antebellum farms. Examples of the latter include sites associated with the activities of the Underground Railroad, the antebellum homes built by free blacks, many of the rock fences lining our roads, the battlefields where black soldiers fought to preserve the Union in the Civil War, schools built through the Rosenwald funds, and sites such as the Metropolitan Hotel in Paducah, which served the African American community in the age of segregation, and where many important people stayed, including performers such as Duke Ellington and Ella Fitzgerald.

Many historic resources that at first glance appear to be unrelated to African American history are, in fact, closely intertwined with this legacy. An unpretentious barn may have been a station on the Underground Railroad. The stately mansions of antebellum gentleman farmers were built by slave labor; schools, train stations, stores, churches, hotels, and whole towns were planned around the idea of segregation; and the struggle to end that legacy was staged in the streets, lunch counters, and courthouses across the state. Resources associated with African American history are very diverse. Common themes can be found not just in the legacy of oppression under slavery and in the struggle for Civil Rights, but also in the remarkable achievements of African Americans and the ways that their contributions to Kentucky have shaped our historic landscape.

Archaeologically, African American sites are represented by the remains of slave houses, such as the houses identified at Locust Grove and Riverside, the Farnsley-Moreman Landing in Louisville; by Post-Civil War Urban neighborhoods, like Kincaidtown in Lexington; and by rural communities, like Cadentown in Fayette County. Among the artifacts recovered from slave sites are coins or spoons with an "X" marked on them, which indicates that they were a slave's property. At some sites, African American resistance to slavery is represented by larger quantities of young pigs than

has been found at the slave owners homes. This has been interpreted as indicating that slaves were slaughtering these pigs, unbeknownst to their “owners,” to supplement their diet.

It is difficult to estimate how many African American resources are recorded in the historic survey database, because the information coding African American history as a theme has not always been included on the historic resource survey form. In sum, there are African American resources included in the database that are not reflected in the final count and percentage. In spite of this data problem, we can say with certainty that more African American sites need to be surveyed.

Approximately 2 percent of the survey databases reflect Kentucky’s African American legacy.

Bridges

Bridges connect us across rivers, culverts, railroads, and other depressions or obstacles. They are also major landmarks within the community due to their elegant engineering and important function: think of Frankfort’s singing bridge or of Covington’s Roebling bridge, which was a precursor to the Brooklyn bridge.

Kentucky has many different types and sizes of bridges for pedestrians, automobiles, and trains, from swinging footbridges to the various types of truss and suspension bridges, to spectacular long, high railroad bridges. Covered bridges are probably the most popular in the public imagination. Kentucky has 13 surviving covered bridges; four of them open to traffic.

There are three basic types of bridge construction: truss (in its simplest form, a beam), arch, and suspension. Hundreds of varieties of these three types exist, but in essence, trusses and arches depend on the forces of compression to stay up, while suspension bridges rely on tension, the bridge hanging from abutments or towers. Truss bridges are the most common in Kentucky, ranging from small pony trusses on narrow roads crossing over streams to the elegant cantilevered trusses spanning the Ohio River. Arch and Suspension bridges are less common, but include many of the most impressive examples of engineering.

Common bridge construction materials include stone, wood, iron, steel, and concrete. Before the late 19th century, most of Kentucky’s bridges were built of wood and stone. The industrial revolution brought iron, poured concrete, and eventually steel into the common use. These materials, along with new engineering techniques, allowed for bridging of increasingly longer spans.

Automobile usage has increased pressure to replace or bypass bridges. Smaller truss bridges are sometimes moved, but many more have been lost as highways are modernized. Since bridges are frequently bypassed or replaced, they often present a preservation challenge. It is important, then, to continue efforts to document and nominate significant bridges in Kentucky.

Archaeological resources associated with bridges include bridge abutments, culverts, and other remains of historic bridges.

Less than 1 percent of the survey databases are bridges or bridge related resources.

Roads

Roads are often overlooked in the discussion of historic resources, but they are perhaps the most significant of human-made landscape elements – their impact on all that follows is substantial. Along with surveying and clearing land, and erecting cabins, the building of roads was one of the earliest development activities of European and African Settlers. Most early roads were traces

gouged from the earth by wildlife, dry streams, or trails used by the Native Americans, but settlers quickly began to make improvements and clear new roads. The majority of early roads were governed by the local county courts, and males over 16 years were required to assist in the maintenance and repair of local roads. The Wilderness Road, which led thousands of people through the Cumberland Gap and into Kentucky, is famous as the state's first road. In 1817, the Lexington and Louisville Turnpike Road Company and the Louisville-Maysville Turnpike Company, both important routes for the state's economy, were chartered.

Hundred of roads, many little more than paths, soon traversed the early landscape. These roads not only connected cities and towns, but also led to watercourses and mills. By the middle of the 19th century, improved roads enabled Kentuckians to see much more of their land, in less precarious journeys. Roads changed the way people viewed the land, just as it allowed them to travel with greater ease and build better lives for themselves and their families. The landscape shifted: inns and taverns were constructed on stagecoach routes to serve passengers, communities benefited from the enhanced access, and the markets grew as livestock was driven to other states and sold.

The upgrading of roads was an ongoing concern. When the weather was bad, many roads were impassable, with deep ruts filled with muck. The better roads were macadamized, meaning they were covered with large rocks overlaid with a layer of crushed rock. This system was a vast improvement over a dirt road. Some early roads were even made of wood planks. Asphalt was not introduced until the 20th century.

With the introduction of the mass-produced automobile in 1908 and the federal highway modernization program undertaken in 1916 and 1920, the resources were available by which average-income Kentuckians could take to the road. By the time of the Great Depression, the prevailing idea was to jump-start the economy through automobile usage and construction of new service and recreational facilities accessible solely by car. The effect of these policies, which guide decision making even today, was far-reaching. Commercial highway strips, such as the Dixie Highway in Louisville, grew rapidly after the Second World War. Because the automobile made any place along the road just as accessible as the next, and because federal policies allowed for easy loans to build new commercial strips, a dispersed landscape was created.

The two World Wars spurred the development of the interstate highway system. Historically, roads in Kentucky followed natural traces and waterways, almost always adhering to the terrain. New machinery made it possible for roads to go anywhere, and the new interstates would fundamentally change people's relationship with the land. Patterns of development were altered, as well as life patterns. Traveling was made easier and quicker, allowing people to live further from their place of work, and also enabling people to leave their communities and move far away. The landscape changed, as roads penetrated into rural areas, and farmland converted to commercial and residential use.

The Kentucky Transportation Cabinet designates some roads as scenic byways. Designated roads are marked with signs and noted on official state maps. To date, 29 scenic byways have been designated for a total of 981 miles. Although the designation of a road as a scenic byway or highway places some restrictions on signage such as billboards, it does not place restrictions on development along the roadway. More powerful tools for the preservation of historic roadways include preservation easements and restrictions through local planning and zoning.

Segments of old road beds that are no longer being used have been documented as archaeological resources. In addition, an evaluation of the remains of the Portland Wharf neighborhood in Louisville documented several different types of roadbed construction.

Less than 1 percent of the surveyed sites are historic roads.

Cultural Landscapes

Landscapes as altered by human habitation and activity are termed *cultural landscapes*. As the National Park Service's Historic Landscape Initiative puts it, "Historic landscapes can range from thousands of acres of rural tracts to a small homestead with a front yard of less than one acre. Like historic buildings and structures, these special places reveal aspects of our country's origins and development through their form and features and the way they were used. In fact, almost every historic property has a landscape component. Imagine a residential district without sidewalks, lawns, and trees or an agricultural complex with buildings, but no fields, garden plots, or hedge rows!"

Some of the cultural landscapes included in the survey database are consciously designed, such as parks and cemeteries, others less consciously designed, such as farms and towns, and still others arise from unpredictable or even violent activity, such as battlefields. Cultural landscapes evolve over time: a town may retain no standing features of its first settlement period, but the original street layout is still perceptible and the courthouse stands on the original location. A battlefield often has softened contours and hillocks, which were once trenches and earthen walls. Roses and daffodils may bloom in the woods where a house once stood. Careful attention paid to the landscape often reveals earlier human activity.

Cultural and natural features are combined in cultural landscapes, as the natural elements of a place are never entirely absent. Natural elements may form a greater or lesser presence. Farms, for instance, are land cleared of forest, but most retain a woodlot as a source of timber and fuel. In the clearing process, old growth trees are often left scattered to form a Bluegrass Savannah landscape. Mills often feature extensive reworking of the streams that power them; the water held back by dams and redirected through races. A cultural landscape such as a trail through the woods may be nearly wilderness, while roadside commercial strips may be characterized by their near complete refutation of nature.

Only a small percentage of surveyed sites are listed under the survey as landscapes – primarily battlefields, parks, and cemeteries – but other documented sites, such as farms, often contain a great deal of landscape information. Generating more and better documentation of cultural landscapes and an expanded definition of cultural landscapes are challenges facing the state.

Farms

Kentucky was settled by an agrarian people, eager to divide the land into usable plots for agriculture. Thus, most Kentuckians were farmers from settlement time until the early twentieth century. Even those individuals who did not farm full time, still maintained farmsteads that others worked in their absence. Most of the settled rural land was divided up into farms. Important features that may characterize farms include the buildings such as houses, barns, stables, workhouses, springhouses, chicken coops, and kitchens; fences of wood, wire, or stone; roads, bridges, fields, and woodlots; and natural features such as sinkholes, woods, and streams. The patterns in which these elements are arranged reflect the region of the farm, the type of agriculture practiced, the people practicing it, and the time period in which the elements of the farm evolved. Archaeological remains associated with farms are similar to those found at houses

Farming landscapes comprise 1 percent of the historic survey database³⁴ and 14.3% of the archaeological database.

³⁴ Surveyed sites coded as farms are included in this number. Surveyed sites with just farmhouse residences or agricultural outbuildings are not included in this count.

Military Sites

The Commonwealth's military heritage goes back over two hundred years to the frontier days of the 1770s, when Kentucky was part of Virginia. The state was born in martial strife, as settlers fought to wrest the territory from the Native Americans. During that time period, nearly every able-bodied man was considered to be a member of the militia.

Located across the Commonwealth, from Columbus in the west to Prestonsburg in the east, are a profusion of unique features that bear witness to and serve as reminders of the unique role that Kentucky has played in the development of the nation. Fortified log settlements such as Boonesborough, Harrodsburg and Bryan's Station, insured that westward expansion would continue, while battles during both the Revolutionary and Civil Wars would rage over thousands of acres of lush Kentucky farmland to insure the survivability of the nation. However, instead of peace, the end of the Civil War brought a new era of conflict to Kentucky and the nation.

During the early twentieth-century, Kentucky would play a pivotal role in the development of a federal law that established a system of national standards and centers for training and mobilization of federal soldiers. This system enabled the creation of sites such as Camp Zachary Taylor, in Louisville for the purpose of training troops for World War I. Americans believed that victory in World War I insured a lasting peace. Peace, in fact, did not last very long and by the winter of 1942 new training and supply complexes were established as Camp Campbell, Camp Knox and Camp Breckinridge, where a prison compound housed as many as 3,000 German prisoners of war. Numerous smaller facilities, such as the Bluegrass Army Depot were also established during this period that, like Fort Campbell and Fort Knox, still play an important role in the defense of the nation.

Archeological sites, battlefield sites, earthen fortifications, arsenal and armory buildings, heroic monuments, national cemeteries, bridges, markers, plaques and artifacts, such as bullets, cannon ball shells, military buttons, buckles, gun parts serve as testimonials to the military spirit that resides in Kentucky.

Approximately 0.25 percent of sites in the historic survey database are military history landscapes. These sites compose 0.2% of the archaeology database

Parks

Parks are usually professionally designed landscapes, including such elements as walls, paths, bridges, fountains, buildings, sports facilities, and plantings. They may be as small as a city lot with minimal landscaping, or even provide a verdant network of pathways linking disparate areas of the city, such as Olmsted's park design for Louisville. Parks may serve other purposes as well. Places like cemeteries and university campuses are often designed and used as parks. Other parks are land set aside to serve as natural areas or tourist destinations, such as Mammoth Cave National Historic Park or the Daniel Boone National Forest. The creation of parks, their use, design, and continued maintenance are an important element of Kentucky's history and quality of life.

Many parks contain significant archaeological sites. Both Carter and Mammoth Cave Parks contain the remains of saltpeter mining. Other good examples of parks that contain significant archaeological resources are Columbus-Belmont with its Civil War Fortification; Fort Boonesborough with remains of the fort and a 500 year old Native American Fort Ancient village; and Big Bone Lick with more than 20 archaeological sites that reflect more than 10,000 years of Native American use of this locality.

Recently over 400 archaeological sites within the Daniel Boone National Forest were listed in the National Register of Historic Places.

Parks comprise 0.05 percent of the database.

Cemeteries

Cemeteries are typically an element of a larger cultural landscape, such as the small family plot on a farm, the land surrounding a church, or large park-like burial grounds integrated into an urban landscape, such as Cave Hill Cemetery in Louisville. In all these cases, the cemetery plays an important role in helping the living to memorialize their ancestors. Some cemeteries are significant mainly as memorials to the people laid to rest there, but others take on additional significance for their funerary art and landscape elements. Still other cemeteries are important because of what the remains of the dead can tell us about the past.

Approximately 0.67 percent of surveyed historic sites are cemeteries.³⁵ 1.6% of the sites recorded in the archaeology database are cemeteries or burial sites.³⁶

Resource Management

Preservation planning is first and foremost resource based, that is our objectives and priorities rest on a foundation of organized data and thought about protecting historic resources.”³⁷ As this quote from the Park Service illustrates, preservation planning has historic and prehistoric resources, like the ones just discussed, as its basis. This quote also illustrates that there is an organized body of data and a system for thinking through this data.

This system is known as the preservation planning process through which we identify a resource, evaluate it for listing on the National Register, and either nominate for Register listing, mitigate adverse effects to the resource, or decide it is not eligible for listing. These technical phrases mean that we find out what a resource is (*identification* or better known as *survey*), photograph and measure or sketch a rendering of the site (also *survey*), decide if it is eligible for the National Register (*evaluation*³⁸), and then we *nominate* it for listing in the Register if it is eligible. As a preservation planning process, these procedures allow us to decide what we want to preserve and what we don't. Thus, this process can help local communities and state and federal agencies manage and plan for the future of their historic resources.

At the core of this process is the concept of prehistoric and historic context. Basically, contexts are studies that build relationships among a class of resources. So, a 1940s drive-in movie theatre can be seen as significant if we develop a historic context that defines why is important in the context of theatres or roadside architecture. Contexts are the cornerstone of the preservation planning process.

³⁵ Cemeteries are typically coded with other sites, such as churches or farms. This figure may not represent all sites with cemeteries, if they are not specifically coded as a cemetery.

³⁶ This number includes prehistoric sites

³⁷ National Park Service, Preservation Planning Branch, A Planning Companion For NPS-49 Chapters 6, 30, and 31 (Washington: February 1993), 24.

³⁸ Evaluation also refers to the process of determining National Register eligibility in the Section 106 review process.

The National Park Service recommends developing a broad contextual approach to preserving historic and cultural resources through the Secretary of the Interior’s Standards and Guidelines for Preservation Planning.³⁹ Initiated in the 1980s, the Standards provide the best advice on preservation planning. In Kentucky, we have developed a large-scale system of analyses known as Cultural Landscape Studies through which smaller scale contexts can be developed.

Historic Context and Kentucky’s Cultural Landscape Studies

The largest scale of contexts in Kentucky is the Cultural Landscape Studies. In the 1980s, the Kentucky Heritage Council devised the Cultural Landscape Study approach to help researchers find the appropriate basis for comparisons that support National Register evaluations. The Cultural Landscape Studies arise out of the observation that Kentucky has several distinct cultural-topographic regions and resources within each region share commonalities.

Two Cultural Landscape Studies have been completed, for the Pennyryle and the Bluegrass Regions, though the Bluegrass Region study is in great need of expansion. An outline for the Eastern Kentucky Cultural Landscape Study is complete, and bibliographies for the Ohio River Cities and Jackson Purchase studies are underway. This approach splits the Commonwealth into five geographic regions defined by geology, soils, and topography: Eastern Kentucky, the Bluegrass, Pennyryle, Jackson Purchase, and the Ohio River Cities. Each Cultural Landscape Study discusses the region’s history according to a standard set of historic themes: Agriculture, Architecture, Commerce, Education, Ethnic Heritage, Landscape, Manufacturing, Military Affairs, Politics/Public Service, Religion, Social and Cultural Activities.

The typical breakdown of historic eras throughout the state follows these historic time periods: 1780-1820 (Settlement and Initial Development); 1821-1865 (Antebellum Regionalism); 1866-1917 (Postbellum Industrialism); 1918-1945 (Between the Wars); 1946-present (Modern Era).

Region	Historic Theme	Time Period
Eastern Kentucky	Agriculture	1780-1820: Settlement and Initial Development
Bluegrass	Architecture	1821-1865: Antebellum Regionalism
Pennyryle	Commerce	1866-1917: Postbellum Industrialization
Jackson Purchase	Education	1918-1945: Between World Wars
Ohio River Cities	Ethnic Heritage	1945-present: Modern Era
	Landscape	
	Manufacturing	
	Military Affairs	
	Politics/Public Service	
	Religion	
	Social and Cultural Activities	

³⁹ <http://www2.cr.nps.gov/pad/index.htm>

Cultural Landscape Studies then split the Commonwealth into variables from which numerous smaller scale historic contexts can be developed. As noted above, the breakdown involves five geographic regions defined by geology, soils, and topography; eleven standard historic themes; and five temporal eras shown below: From this breakdown, one could study, for example, “Agriculture in the Bluegrass Region of Kentucky, 1866-1917,” though most historic contexts are more focused in nature, such as “the History of Educational Buildings in Scott County Kentucky from 1900 to 1940.”

Smaller scale historic context narratives build upon the Cultural Landscape Studies Contextual framework. These contexts are found in various planning documents, like National Register nominations, Historic and Prehistoric Survey Reports, and the Heritage Council database of survey and compliance reports and nominations. Each source offers an opportunity to build upon previous work, thus saving time and strengthening the persuasiveness of the findings. The common thread binding these sources is that they each provide ways to compare similar kinds of resources so the significance can be recognized.

The following list is just a sampling of some smaller scale historic contexts that have been written in the past five years:

- A Brief History of African American Education in Kentucky, 1865-1954
- Activities and Buildings of the Kentucky National Guard, 1931-1951
- African American Experience in Bowling Green, 1867-1954
- Agricultural and Domestic Outbuildings in Central and Western Kentucky, 1800-1865
- Agriculture, Transportation, & Development Patterns in Mercer County & the Inner Bluegrass, 1775-1950
- Antebellum Community Development in Louisville, Kentucky
- Architecture in Benham & Lynch, KY, 1870-1935
- Beaux Arts Style in Louisville, KY 1900-1930
- Building an African American Neighborhood on the Southside of Paducah, KY 1865-1950
- Coal Mining and Company Towns in Pike County, Kentucky 1892-1950
- Commerce and Industry in Boone County, 1789-1950
- Community Cemeteries in Jefferson County, Kentucky, 1800-1950
- Country Estates of Jefferson County, Kentucky
- Covington's Early Planning and Development, 1835-1854
- Cultural and Economic Development of Rosine, Kentucky, 1943-present
- Development and Decline of Dark Fired Tobacco in Western Kentucky, 1880-1950
- Early Settlement Patterns in Bourbon County, 1789-1820
- Health Care in Scottsville and Allen County, 1865-1952
- Historic Designed Landscapes in Louisville, and Jefferson County, Kentucky, 1891-1951
- Historic Highway Bridges in Kentucky, 1792-1950
- Kentucky's Historic Schools Survey: An Examination of the History and Condition of Kentucky's Older School Buildings
- Life long the Ohio: Recreational Uses of the Ohio River in Jefferson County

Lustron Houses in Kentucky, 1947-1952

Military History from 1940-1950, Union County, Kentucky

Railroad and Interurban-related Development in Jefferson County, Kentucky, 1858-1935

Retail and Commerce in Letcher County, 1900-1950

Rural Education in Allen County, Kentucky, 1900-1953

Rural Roman Catholic Churches in Western Kentucky, 1880-1950

The “New Woman” in Late Nineteenth-Early Twentieth Century Kentucky

The Tobacco Industry in Lexington, Kentucky, 1880-1950

Tobacco Sales Warehouse Construction in Kentucky, 1909-1998

Wholesale Grocery Distribution in Louisville, Kentucky, 1850-1952

The preservation community has developed the historic context as a tool to discern the significance of properties. It is a narrative used to shed light on which historic properties are most valuable, and which treatments are most appropriate for the historically significant properties. Historic context narratives bring together relevant information needed to assess which properties are most valuable to us and which are the best candidates for National Register listing. The historic context serves a vital planning function.

Prehistoric Contexts and Archaeology

Archaeologists have their own set of contexts to manage prehistoric cultural resources. There are six prehistoric contexts used by archeologists in their work: Paleoindian, Archaic, Woodland, Mississippi, Fort Ancient, and Historic periods. The contextual system for historic period archaeology is the same as for above ground historic resources in the state, noted in the section above.

These contexts represent units of time that provide a framework for discussing prehistoric and historic developments in Kentucky. The contexts are statewide in scope, except for the Mississippi and Fort Ancient periods. Mississippi period occupations are known from the western, southcentral, and southeastern Kentucky, while Fort Ancient occupations are known from the central and eastern Kentucky. The following text highlights and describes the prehistoric archaeological contexts. More technical descriptions can be found in the Kentucky Archaeology State Plans.⁴⁰

Paleoindian (?12,000 to 8,000 B.C.) groups are thought to have arrived in Kentucky at the end of the last ice age at least 14,000 years ago. The climate in Kentucky was much colder and wetter then. Perhaps they came into the area on the trail of large game such as mammoth, mastodon, or bison. These animals not only provided meat, but skins for shelter and clothing. During this time period, people lived in small groups, and moved frequently. They often carried their belongings in skin bags and built temporary shelters for protection from the elements.

The Paleoindian tool kit consisted of well-crafted fluted spear points. The size of these spear points reflect an extensive knowledge of how to work and shape stone. In addition to projectile points, flint knappers were made for scraping hides and wood. It seems likely that Paleoindians also made

⁴⁰ David Pollack, ed., *The Archaeology of Kentucky: Past Accomplishments and Future Directions*, Volumes One and Two (Frankfort: Kentucky Heritage Council, 1990).

tools from wood and animal bones, but evidence for this has not survived in the archaeological record. Little is known about the ritual or ceremonial life of Paleoindians.

By the Archaic (8,000 to 1,000 B.C.) period the climate had become more like it is today. Climatic changes led to the extinction of large animals, such as the mastodon and giant bison. With the extinction of these animals Archaic hunters turned their attention to smaller game such as deer, turkey, and rabbit. They also collected wild plants for food and medicine and began to grow small gardens. Archaic groups made baskets for collecting, transporting, and storing their food.

During the Archaic period people tended to live in one place for longer periods of time than they had during the Paleoindian period. However, they continued to have a mobile lifestyle, never staying in one place for more than a few months. These camps were located in areas where they could exploit a variety of resources. Smaller seasonal camps also were located in rockshelters.

Archaic hunters tipped their spears with notched and stemmed, not fluted, stone spearpoints. They used a spearthrower (atlatl) to improve the accuracy of their throwing. Sandstone nutting stones found at their camps imply that, as time passed, they came to rely more on plants for food. By 1,000 B.C., some Archaic peoples had begun to experiment with growing their own food. They let squash and small-seeded plants like goosefoot grow on the trash heaps near their base camps. Before long, Archaic women were planting seeds in areas cleared especially for that purpose.

The Woodland (1,000 B.C. to A.D. 1000) period is marked by the introduction of pottery. Early pottery was anything but portable. It was thick, heavy and fragile. However, pottery had definite advantages. It could be used for cooking, and could be made watertight. Surplus food could be sealed into it to protect it from pests. The use of baskets, gourds and other containers continued.

During the Woodland period, more time was devoted to gardening and cultivated plants became an important component of the diet. Plants, such as squash, sunflower, goosefoot, and maygrass were grown. Woodland peoples also hunted a variety of animals and collected wild plants. They also tended to build bigger houses and to live in larger communities.

Woodland religious and ceremonial life is reflected by the construction of large earthen enclosures and mounds. Religious ceremonies were often performed within circular earthen enclosures. Burial mounds were constructed over several decades. Within these mounds some individuals were placed in log tombs. Copper bracelets and mica crescents placed with some of these individuals reflects their status within Woodland society. It also indicates that Woodland peoples participated in long-distance exchange networks. Tobacco, which was grown by Woodland gardeners, was smoked at important events. During the Woodland period, people also began to explore caves.

Late in the Woodland period, the bow and arrow was developed. For the first time small, true arrowheads replaced spear points, although spears continued to be made and used. The use of groundstone tools continued, and was especially important in the processing of corn. Stone celts were an improvement on the grooved axe.

By the Late Prehistoric (A.D. 1000 to 1750) period, village life revolved around the planting, growing, and harvesting of corn and beans. These plants supplied the Mississippian people of western Kentucky and Fort Ancient peoples of eastern Kentucky with as much as 60% of their diet. Late Prehistoric peoples added the hoe to their tool kit to work their agricultural fields.

New pottery vessel forms were developed during this period. They included jars, bowls, plates, bottles, and colanders. Handles were added to jars and human and animal effigies were attached to some bowls and bottles.

Kentucky Survey Programs

The first step in preserving Kentucky's historic and prehistoric legacy is to identify and document the resources. This is the task of the Historic and Archaeological Sites Survey Programs. The Historic Resource Survey identifies extant buildings, structures, sites, and objects of the historic period, while the Kentucky Archaeological Survey documents prehistoric and historic archaeological resources.

The Surveys collect, organize, and present information about specific resources in such a way as to enable others, who may never see the resources themselves, to make informed decisions. Each site in both Surveys is identified on a Survey form and assigned a survey number. The form allows for the recordation of data such as construction date, style, floor plan, construction material, roof shape, condition, function, artifacts preserved, cultural affinity, setting, and other important details. Photographs and maps are key parts of the form, as they provide planners with perhaps their only encounter with the resource. Research and general correspondence about the site may also be included in a file with the form.

The Kentucky Survey programs are the foundation of the Historic Preservation Programs administered by the Heritage Council.

Kentucky Historic Resource Survey

The Kentucky Heritage Council's ongoing historic resource identification and documentation program has recognized over 50,000 historic properties, many of which contain more than one historic resource. These range from individual houses to battlefields to agricultural and industrial complexes to entire streetscapes of commercial buildings.

The chart below shows the number of properties by construction date range, and follows a basic bell curve. Nearly half the surveyed properties fall into the middle date range of 1875-1899 and 1900-1924. The lower numbers of very early properties reflects their relative scarcity, while the low number of properties built after 1950 reflects the scarce documentation of a period of time for which only four years is officially considered "historic." Of these sites, more than 3,100 are listed in the National Register of Historic Places, and the listings include nearly 40,000 contributing resources.⁴¹

Inclusion of a site in the Kentucky Historic Survey does not necessarily imply that it is eligible for the National Register. In fact, many ineligible sites have been surveyed. In many instances, the property may be too altered or deteriorated to qualify for the National Register, but still have valuable historic information to offer. In other cases, the property type may not be sufficiently understood to determine its eligibility. Only through documentation can we begin to establish that understanding. The nomination of a site to the National Register is often undertaken through a process of comparing the nominated property to others of similar type. The survey of many properties helps to establish the contextual information on which National Register judgments are made.

The Kentucky Historic Sites Survey serves several purposes. At the most basic level, it identifies what historic sites exist and where they are. For many of these historic sites, the survey will be the only official record of their existence, so the survey contains a valuable archive about Kentucky's historic built environment. The survey is used to select resources for nomination to the National

⁴¹ To clarify, 3100 listings are included from Kentucky on the National Register. These listings often contain more than one historic resource. So, over 40,000 contributing resources are included within the 3100 Register listings.

Register of Historic Places, for designation of Kentucky Landmarks, to establish eligibility for grants and tax benefits, and to provide planning data for federal, state, and local projects.

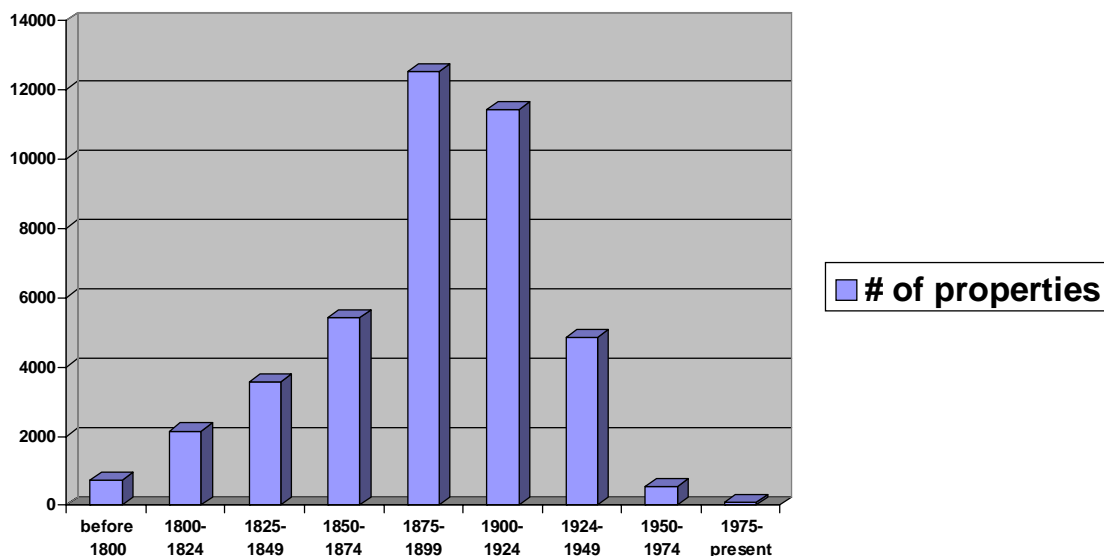
The benefits of the survey are far-reaching. For the Heritage Council staff and professional consultants, the survey provides essential data to make planning decisions about historic preservation. If, for example, a road-widening project is planned for a certain corridor using Federal funds, the firm designing the roadway will hire a consultant to consider its impact on historic sites. The first place the consultant will turn is to the survey files to see which historic sites have already been documented in the area.

For the general public, the survey files are also an important source. If someone is restoring a missing porch to an early stone house, for example, they could search the survey files for stone houses from the same period to find appropriate models for their design. Someone else may simply be trying to find out information about their ancestral homes as part of their genealogical research. Both professionals and the general public use the survey files extensively for these and other purposes.

For more information about the Historic Resource Survey, please visit the Heritage Council's Survey website at: http://www.kyheritage.org/building_survey.htm

Kentucky Landmarks Program

Sites listed in the Historic Resource Survey are eligible for Kentucky Landmark status at the owner's request and with staff approval. Eligible sites are awarded a Kentucky Landmark Certificate, signed by the Governor, which deems the site "worthy of preservation." No restrictions are placed on the property by Kentucky Landmark listing; it is purely an honorary designation. Still, the Kentucky Landmark is a valuable preservation tool in helping to foster pride in ownership of historic resources, and has been known to persuade owners to save a historic building rather than demolish it.



Kentucky Archaeological Sites Inventory

Kentucky's rich and varied archaeological resources are recorded in the Archaeological Sites Inventory, which is maintained by the Office of State Archaeology at the University of Kentucky. Through analysis of the artifacts recovered from archaeological sites, archaeologists can not only learn about the lives of famous people documented in Kentucky's written record of the last 225 years, but about Native Americans who called Kentucky home for thousands of years before Daniel Boone first made his way into the state. Archaeological research also can contribute to our understanding of the lives of enslaved Africans, freed African Americans, tenant farmers, and most middle and lower economic class families; people whose lives are underrepresented in history books. In short, archaeology is one of the few ways available to learn about the achievements and lives of most of the people who have lived in Kentucky.

More than 22,000 archaeological sites have been documented in the state. The prehistoric sites document more than 12,000 years of Native American settlement, while the historic sites are associated with Kentucky's early history, industries, and the Civil War. Most of the state has never been surveyed by professional archaeologists. Since it is estimated that about three percent of the state has been surveyed, there are undoubtedly thousands of archaeological sites yet to be documented.

As a result of ongoing archaeological investigations about 800 new sites are documented every year. Information on these sites is maintained in GIS databases by the Kentucky Heritage Council and the Office of State Archaeology at the University of Kentucky. This project is supported in part by the Kentucky Transportation Cabinet, and has been administered by the Kentucky Archaeological Survey, which is a partnership between the Heritage Council and the University of Kentucky.

For more information about archaeological research in Kentucky, please visit the Kentucky Archaeology Survey website at: <http://www.kyheritage.org/kas.htm>

The Kentucky Archaeological Registry

Most archaeological sites in Kentucky, and therefore most of what remains of our cultural heritage, are located on private property. To recognize private landowners who care for these sites and to provide them with technical assistance, the Kentucky Heritage Council created the Kentucky Archaeological Registry.

Since 1987, the Registry has recognized 20 archaeological sites. These sites include a square earthwork, an oval earthwork, burial mounds, and village sites. Working with the Registry Coordinator, several of the participating landowners have chosen to take additional steps to ensure the long-term preservation of these sites through sale of their site to the archaeological conservancy.

Survey Challenges

Because of the fifty-year rule⁴², we face incredible new challenges as we begin to document the historic period of the 1950s and beyond. The sheer volume of buildings over fifty years of age rises exponentially each year past 1950. Suburbs, trailers, industrial parks, and modern commercial development all demand our attention.

⁴² With special exceptions, historic resources must be at least 50 years old or older to qualify for National Register listing.

At the same time, many counties in Kentucky have never received a comprehensive survey. At one time, the general feeling was that survey was a job that could be completed. In fact, the plan in the late 1970s was to complete twelve counties a year for ten years, and then survey would be done. Even if we disregard the fifty-year rule and the advance of time, experience has taught us that even after a good, comprehensive survey of a countywide area, many sites will be left unrecorded.

Changing standards also demand that surveyed areas be revisited. In 1976, for example, surveyors did not spend much effort on documentation of outbuildings and landscapes. These resources came to be seen as more important in the wake of advances in historical research, so current survey places greater emphasis on their documentation. Similar shifts have occurred with resources such as industrial sites, African American sites, and Commercial Roadside Architecture.

Perhaps most importantly is the lack of sufficient appropriations from the Historic Preservation Fund (HPF) for survey and National Register. Continued cuts in the HPF will compromise our ability to protect Kentucky's historic and prehistoric resources through proper preservation planning.

With almost 40 years of historic survey and research under our belts, we have better understanding of the breadth and depth of Kentucky's historic resources, although much research and documentation remains to be done. New strategies are needed to address survey in the 21st century. Already, new technologies are changing survey methodology. Digital photography, GIS, and computerized survey forms will all become common tools of the surveyor in the coming years.

Survey Priorities

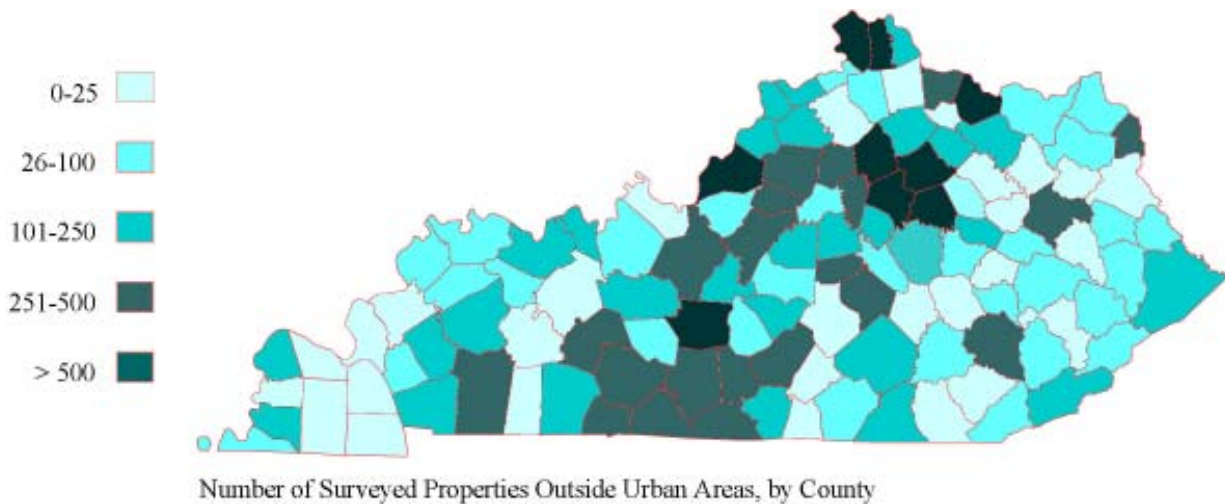
Every county in Kentucky has at least a few surveyed sites listed in the Historic Resource database. Several counties have been comprehensively surveyed to the extent that we have good solid data on that region's historic resources— even if not all are surveyed. Experience with the few counties that have been the subject of continuing survey over many years, such as Jefferson, Nelson, Boone, and Fayette, has taught us that the ideal of a comprehensive survey – documentation of every historic property – is in practice unobtainable. This is not just due to the fifty-year age rule for historic resources. Even after many years of intensive survey effort, we have had the experience of historic resources being brought to our attention that have not been previously documented. Sometimes they are surprisingly important ones, eligible for the National Register. In practice, then, a “comprehensive” historic sites survey is one that is comprehensive enough to draw general conclusions about the region's historic resources.

Regrettably, several counties have never had a comprehensive historic sites survey. Some counties have focused on their towns to qualify for Renaissance and Main Street programs and have not surveyed the rural areas surrounding the town. Other counties have little local support, both organizationally and financially, to undertake survey work. Then there are counties which have been surveyed, but remain under-documented⁴³ overall. Surveying these counties should be considered a high priority. Following is list of those counties in greatest need of survey:

Bath, Breathitt, Calloway (outside of Murray), Carlisle, Carter, Casey, Clinton, Crittenden, Edmonson (Outside of the Mammoth Cave area), Elliot, Estill, Floyd, Fulton, Grant (outside of Williamstown), Graves, Greenup, Knox, Laurel, Lawrence, Lee, Letcher, Livingston, McCracken (outside of Paducah),

⁴³ The term “under-documented” can refer to a lack of appropriate documentation of a resource or a class of resources, or it can refer to geographic region or area that has not undergone a comprehensive survey. It can also refer to the level of survey which can leave us with gaps in data.

McLean, Magoffin, Marshall, Meade, Menifee, Muhlenberg, Ohio, Owen, Owsley, Pendleton (outside of Falmouth), Perry, Robertson, Rockcastle, Rowan, Todd, Union, Whitley, and Wolfe.⁴⁴



Mapping the number of surveyed rural sites per county gives us a better idea of the overall trends. In general, survey efforts have focused on the central Bluegrass, Pennyryle, and other well-populated counties. Both Eastern and Western Kentucky are underserved, but even in regions of heaviest survey, notable gaps exist. The Outer Bluegrass, for example, is a region noted for heavy concentration of early historic resources, but many of the counties are only sparsely documented. Within the better-surveyed counties, there are often large gaps in our knowledge as well. Counties such as Breckenridge may have over 200 sites on the list, but they are concentrated in a few towns with the rural areas largely undocumented. Still other counties, such as Ballard, had a decent survey effort many years ago, but currently needs to be resurveyed. Resurvey of an area serves the valuable function not only of documenting resources not recorded in previous efforts, but also of gathering data on the current condition of those resources that were documented previously.

As for urban areas, many are well documented by the survey – Lexington, Frankfort, Louisville, Maysville, Paducah, Covington, and Bowling Green are notable in this regard. However, even in cities with high numbers of surveyed properties – over 4,000 in Lexington, for example – large areas remain undocumented, such as North and East Lexington. Frankfort has over 1,000 surveyed sites, but critical areas such as Holmes Street, Buttimer Hill, and more recent surrounding suburbs are undocumented. Such gaps in our knowledge of heavily documented areas can only lead to the conclusion that areas such as Hopkinsville, with less than 300 documented sites, are virtually unknown in many respects. In general, urban surveys tend to focus on downtown commercial areas and the oldest, high style residential areas. Gaps mainly exist in middle and working class residential areas, and in coverage of resources of the recent past. Versailles, for example, has only 73 recorded sites, mainly the commercial downtown area. The residential areas – even the older and higher style ones- are mostly undocumented.

In addition to these survey needs, there is great need for more detailed documentation of buildings to serve a number of uses, such as comparative source material for restoration work. Many historic surveys simply identify sites and give us minimal information: a photograph or two, rough location,

⁴⁴ These counties have 50 or less rural sites listed in the survey.

and a brief description. More in-depth documentation may include measured drawings, complete interior and exterior photography, historic research, and a written description of a site. Such documentation is usually undertaken only when demolition of a site is imminent, but should not be limited to threatened buildings. For example, with buildings about to undergo restoration, such documentation is important to establish baseline documentation and to better plan restoration decisions.

Although a great deal of archaeological research has been conducted in Kentucky, there is still much work that needs to be done. There are areas of the state that have not received a great deal of archaeological attention. There are many areas of the state where archaeological resources are underrepresented in the archaeological site database. Among these areas are the Jackson Purchase region, the Ohio River counties downstream from Louisville, and southcentral Kentucky. Archaeological survey efforts need to target these areas as well as others threatened by development.

Surveys also need to be undertaken to address research questions identified in Kentucky's Comprehensive State Plan for Archaeology.⁴⁵ As part of these survey efforts we need to work more closely with avocational archaeologists throughout the state. These individuals are aware of archaeological sites near where they live and can be a great source of information. With more awareness, they can make important contributions to our understanding of the past. Additionally, excavations need to be conducted at significant archaeological sites to address research questions and fill in data gaps. We also need to make an effort to identify historic archaeological resources that are associated with buildings and cultural landscapes.

As noted before, the archaeological site Geographic Information System is up and running. The Heritage Council needs to continue to update and maintain this GIS database. There also is a need to identify and fix problems in the archaeological site database. Many of these problems are the result of the information being gathered over a 70-year period. Some sites have been plotted in the wrong location, while advances in archaeological research have resulted in changes in how archaeological sites are classified. These issues must be resolved, if the database is to assume its full utility.

Kentucky's Historic and Prehistoric Resources and the National Register of Historic Places

If the task of Survey is to document some portion of the past that a property represents, the task of the National Register is to determine the value of that past to us. In the four-step preservation process—identification, evaluation, registration, and treatments⁴⁶—the National Register accomplishes evaluation and registration. Survey work documents the property's physical and historic data, the National Register work analyzes how important that data is to us, so people making decisions on the property's use can treat it in a responsible way. At its simplest, it is a list; at its most active and demanding, it is a planning tool.

⁴⁵ David Pollack, ed., *The Archaeology of Kentucky: Past Accomplishments and Future Directions*, Volumes One and Two (Frankfort: Kentucky Heritage Council, 1990).

⁴⁶ Identification, evaluation and registration provides the baseline of information through which to treat historic buildings and sites. Treatment refers to whether we restore, preserve, rehabilitate, reconstruct, or conserve a site. See <http://www2.cr.nps.gov/tps/standguide/index.htm> for more details.

National Register of Historic Places

The National Register of Historic Places is the official Federal list of districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, engineering, and culture. The National Register challenges us to define how our historic and prehistoric resources contribute to an understanding of the foundations of our communities, our state, and our nation.

Authorized under the National Historic Preservation Act of 1966, the National Register is part of a program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. This Act gave State Historic Preservation Offices (SHPOs) the responsibility to nominate properties to the National Register. A person wanting to list a property documents that property's physical and historic qualities on a nomination form, then sends it to the Heritage Council as the SHPO for review. The form is reviewed by the SHPO staff, a group of professionals known as the Historic Preservation Review Board⁴⁷, by the State Preservation Officer, and finally by the National Register staff in Washington.

The National Register Criteria for Eligibility is a lengthy and complex statement of attitudes toward historic properties and their value.⁴⁸ Reduced to its essence, it says an eligible property must be old enough (at least 50 years), significant enough, and physically intact enough. On the nomination form, the author argues that the property has sufficient age, significance, and intactness. National Register eligibility requires that the property possess *all three* factors of age, significance, and intactness.

Designation as a National Register property places no obligation or restrictions upon a private property owner using private resources to maintain or alter a property. The list is meant to recognize properties of historic importance and should not be confused with local historic designations, which can contain restrictive measures. On certain occasions, a private owner of a National Register property will be obligated to follow federal preservation standards. This occurs only if federal funding or licensing is involved or if the owner seeks and receives special benefits from Register listing, such as federal tax credits.

Listing in the National Register contributes to preserving historic and prehistoric properties in a number of ways:

- Recognition that a property is of significance to the Nation, the State, or the community.
- Consideration in the planning for Federal or federally assisted projects.
- Eligibility for Federal tax benefits.
- Qualification for Federal assistance for historic preservation, when funds are available.

The National Register is a planning tool. The nomination form defines the property's historic and cultural value, and what physical parts of the property convey that value most directly. Decision makers, such as owners, developers, governmental agencies, planners, etc., can use the form to decide how the property can best be treated. Discussion of the property's historic value can help

⁴⁷ The Kentucky Historic Preservation Review Board is charged with the responsibility of considering whether proposed Register nominations meet National Register criteria. By commenting on the quality of a nomination's argument, they assist the Park Service in determining a property's National Register eligibility. Review Board members are chosen based upon their professional expertise in the fields of archaeology, historic preservation, architectural history, architecture, and other material culture disciplines. Citizens who do not meet the professional criteria can be appointed to the Board based upon their interest and involvement in historic preservation.

⁴⁸ See: <http://www2.cr.nps.gov/tps/standguide/index.htm> for more details.

decision makers to choose appropriate changes for the property when they undertake their projects. Decision makers also use the nomination form to weigh the historic value of the property against numerous other values.

Since the 1980s, the Kentucky Heritage Council has been recognized for its successful National Register Program. In fact, among all states, Kentucky has the fourth highest number of listings in the National Register of Historic Places. From January 2000 to March 2003, Kentucky gained 132 Register listings, bringing its total to 3,109 listings overall.

Rank	State	# of listings
1	New York	4249
2	Massachusetts	3819
3	Ohio	3550
4	Kentucky	3109
5	Pennsylvania	3059
6	Texas	2787
7	North Carolina	2318
8	California	2185
9	Virginia	2123
10	Arkansas	2034

Kentuckians are also committed to registering significant archaeological sites. More than 200 archaeological sites have been listed in the National Register of Historic Places and more than 20 of these sites have been determined to be National Historic Landmarks.

But numbers alone do not tell the full story. Throughout the 1990s, authors of Kentucky Register nominations have fully implemented the “context-based” system of evaluation required by the National Park Service. This approach to defining the significance of the nominated resource calls for the property to be compared with other similar kinds of properties. By this process of comparison, the meaning and value of the nominated property can be better understood.

For more information about Kentucky’s National Register program, please visit us at: http://www.kyheritage.org/national_register.htm

Challenges and Priorities for National Register Work

Since its earliest days, the Kentucky Heritage Council played a large role in deciding which areas and which types of properties would be nominated to the National Register. Throughout the 1970s, the agency had a large staff that undertook county-wide surveys and thematic studies of the state's resources. More than most SHPOs, the KHC followed up these survey projects with Multiple Resource Area (MRA) and Thematic nominations. Communities and groups petitioned the KHC for such work, resulting in numerous MRA listings for entire counties. Without such requests, agency staff would initiate projects themselves, resulting in such products as the thematic listing of Early Stone Buildings of Central Kentucky (1983).

Beginning in the early 1980s, as KHC staffing was reduced but federal Historic Preservation Fund (HPF) awards to SHPOs remained high, the agency shifted to awarding nonprofit groups Survey and Planning Grants to accomplish area-wide survey and National Register work. These grants, along with a local match, have provided funding that hired historic preservation consultants to complete another large share of Kentucky's National Register nominations. For many years, the total amount of grant funds requested did not vastly differ from the amount of HPF funds available, enabling the KHC to support the initiative taken by localities and historic groups to nominate their resources.

When staff reductions in the early 1980s left the KHC largely unable to undertake nomination projects on its own, the agency became more responsive about which properties would be nominated. The KHC did have some influence—by prioritizing the use of the HPF in general ways, such as by selecting countywide projects over individual property nomination proposals. But the SHPO rarely could find groups in under-served areas to sponsor proposals for countywide surveys and nomination projects. The shift from staff-driven to grant-driven work left the KHC in a more passive role when it came to determining statewide nomination priorities.

During the 1990s, the KHC took steps to gain a more active footing in channeling nomination work. The agency articulated National Register priorities after soliciting the views of interest groups around the state. These groups would attend workshops held every two to three years, from which the priorities would be compiled. By adding the list of priorities to the Survey and Planning grant proposal packages each year, the KHC made it known which projects would receive highest funding consideration. The explicit list of nomination priorities served as the KHC's means of influencing groups to apply for such projects. These priorities have recently included:

- Preparation of Multiple Property nominations in areas where comprehensive survey has occurred.
- Survey and follow-up Multiple Property nominations are especially desirable for the eastern Kentucky and Jackson Purchase counties.
- Projects that systematically develop written historic context studies and analyze property types.
- Testing for archeological sites to determine National Register eligibility.
- Survey and follow-up nomination of Civil War sites, including historic archeological examination of fortifications and encampment sites.
- National Register work in Certified Local Governments (CLGs)

With the reduction of HPF amounts to the SHPOs beginning in 2000, the source for nomination work that the KHC has relied upon has shrunk to the point where, for the first time in nearly 20 years, the KHC did not fund any National Register work in federal fiscal grant year 2003-2004.

One result of the shifting of HPF funding has been a movement to enable non-traditional nomination authors to complete forms. Since the early 1990s, the KHC has devoted much time to coaching non-professionals, owners, and college students to complete nomination forms for properties whose nomination would otherwise have had to wait upon award of a Survey and Planning grant. These projects also move the KHC away from being a generator of nomination priorities toward the function of technical assistant helping others act on their priorities.

Still, the agency has a leadership responsibility for directing future nomination work. It is important for the agency's professional voice to articulate which resources are most deserving, which are in greatest need, even if the funding for that work has become more questionable than in the past. Attracting funding and/or willing workers often requires the need to be expressed. Thus, we offer this list of additional priorities that could be added to the list above:

- Continued strengthening of the KHC's historic context-building efforts. This will occur through completion of the five Cultural Landscape Studies and ongoing work to build the list of existing historic contexts. This will make future nomination work more efficient and more powerful.
- Nomination of more African American resources, especially the parts of towns with historic concentrations of Black residents, Black churches and schools (especially Rosenwald schools), and villages known as Black Hamlets. All are fast disappearing from our landscape and in need of recording, nomination, and protection.
- Discussion of the meaning of "cultural landscapes" must occur to a greater depth than previously attempted. More nominations should be attempted with this focus.
- Nominate more properties for which thematic studies of Kentucky resources exist that could support nomination include: Kentucky's public schools, New Deal-era construction, eastern Kentucky coal resources, log buildings, railroad resources, distilleries, Rosenwald Schools, synagogues in Kentucky, etc.
- Nominate more properties for which thematic studies of United States resources exist that could support nomination include: public housing and state and national parks.
- A greater sensitivity to economic development throughout the Commonwealth should result in nomination priorities arising for areas with the highest rates of development pressures. The planning function of the National Register must be held in the forefront of the nomination author's composition of the form. The author must be aware that, within a climate of intense development, success for a nomination is measured by the willingness of project developers to use the form in determining what is the appropriate treatment for the nominated property. This priority, then, calls for greater amount of nomination work in areas of development, and the reconception of how a nomination must fit within development planning.
- Additionally, more nomination work should be done in areas with little growth and development pressures. This nomination work could form the basis for an extremely successful heritage tourism program, which could, in turn, grow the local economy from within.
- It is important that an effort be made to nominate more archaeological sites to the National Register of Historic Places, and to have the most significant archaeological sites classified

as National Historic Landmarks. Recognition of the significance of these sites is the first step in ensuring their long-term preservation.

- Public recognition of these important archaeological sites through listing in the National Register of Historic Places will spur efforts to preserve these sites. Listing also identifies those sites that the Heritage Council can work with other preservation groups to preserve and protect. This process would include obtaining preservation easements, purchasing significant archaeological sites and establishing archaeological preserves, as well as working with other state agencies and nonprofits to promote preservation of archaeological sites on public lands.
- Focus efforts on resources of the recent past for evaluation, nomination, and historic context work. Resources of the recent past would include roadside commercial architecture, ranch houses, 1950s and 1960s shopping centers, and etc.
- Address the myth that the National Register protects a property from being demolished by private property owners. Promote local district nominations as appropriate protection from private endeavors.

Public Education

Public education is one of the primary ways that preservationists can build an awareness of historic and prehistoric resources. Educating the general public as well as local and state decision makers is perhaps the most proactive step that a community can take to revitalize our communities, preserve our quality of life, and utilize historic resources as the basis for a cultural heritage tourism program. The following text highlights some educational efforts undertaken at the state and local levels to build awareness of our important historic resources.

Endangered Lists

Many preservation nonprofits use the endangered lists as a tool to build public awareness. A most endangered listing is intended to raise public awareness of historic sites by generating media attention, inspiring debate about cultural and architectural heritage preservation, and attracting new perspectives and ideas to historic sites in desperate need of creative solutions.

Among the many lists produced at the local level is the Blue Grass Trust for Historic Preservation's Eleven Most Endangered Historic Properties. The Trust released its first endangered list in 1999 with subsequent lists announced on an annual basis. Since its inception, the List has served as a valuable educational tool aimed at increasing awareness of endangered resources in Central Kentucky. Properties for the endangered list are chosen for their architectural or historic significance, the condition of the structure, proximity to proposed or current development and lack of protection from demolition. The BGT List is by no means inclusive; rather it serves to assist with preservation of the Bluegrass region's special architectural heritage.

Preservation Kentucky also has a list for historic properties that are threatened by demolition on the statewide level. Preservation Kentucky's Endangered List Program spotlights irreplaceable historic architectural, cultural, and archaeological resources in Kentucky that are in imminent danger. Properties listed as 'Endangered' are challenged by looming threats. In many cases, these properties have not received significant support and are suffering from neglect. In other instances, the properties

have a support system without the means to maintain the property. Outside forces such as development pressure also endanger many of Kentucky's historic treasures. Unless careful attention is paid to these sites, they may vanish from the Kentucky landscape. This list is by no means inclusive to all of Kentucky's historic treasures facing a threat to their existence. Preservation Kentucky has attempted to highlight properties that are endangered and that are part of the greater picture of maintaining Kentucky's unique character.

Endangered lists are only one portion of a successful preservation strategy. The other part of this strategy is a preservation success story list. Several local nonprofits offer awards and recognition like this, including Historic Paris-Bourbon County, various Main Street programs across the state, and the Blue Grass Trust for Historic Preservation. The Kentucky Heritage Council and Preservation Kentucky sponsor the annual Ida Lee Willis Awards that recognize celebrated preservation stories. The success stories are the positive side of the more negative endangered listing.

Preservation Kentucky (PKI) and the Kentucky Heritage Council's Photo-Essay Competition

To celebrate Historic Preservation Week, PKI and the Heritage Council sponsor an annual photo-essay competition. This jointly sponsored contest brings together K-12 students from across Kentucky to photograph, research, and write an essay regarding Kentucky's historic places.

The Kentucky Heritage Council and PKI hope that the Photo-Essay Competition will stimulate young people's interest in historic preservation and will provide an opportunity for students to interact with their local decision-makers (mayors, city council/commission members, county judge/executives, magistrates, etc.) regarding the importance of historic preservation. As part of the competition, students are required to submit a copy of their essay to at least one local decision-maker in addition to judges. Photo-essay winners will receive cash awards and other prizes and all competition participants will receive a certificate of recognition. The 2004 competition theme is: Historic Places at a Crossroads. Past themes have been related to historic schools; preserving cities, towns, and countrysides and smart growth.

Youth Environmental Summit

The Youth Environmental Summit is an annual one-day symposium sponsored by the Kentucky Progress Commission and a coalition of governmental agencies, the business community, environmental groups, and universities. The Summit is an opportunity for Kentucky's High School students to learn how their communities grow and how an informed citizen's participation in planning can foster good economic development, promote a sense of community, and insure a clean and beautiful environment for our cities, towns, and countryside. The Summit typically involves preservation interests in an effort to promote preservation as good economic and environmental sense.

The Summit has so far addressed visual pollution. Next years topics include: community growth and water quality; community growth and transportation; community growth and the preservation of farmland, natural areas, and historic places; and community growth and environmental health.

American Legacies

American Legacies is a professional development program for history teachers jointly designed and administered by Harlan Independent Schools, the Kentucky Historical Society, and the

University of Kentucky. The project is managed from the Kentucky Historical Society's offices in Frankfort. Other project partners include the Kentucky Department of Education, the Kentucky Heritage Council, and the Kentucky Virtual University.

Funded by the U. S. Department of Education's Teaching American History grant program, American Legacies is an intensive, three-year program that will pour resources totaling \$942,408 into fifteen school districts in southeastern Kentucky. Districts in the project are Barbourville Independent, Bell County, Clay County, Corbin Independent, East Bernstadt Independent, Harlan County, Harlan Independent, Jackson County, Knox County, Laurel County, Middlesboro Independent, Pineville Independent, Rockcastle County, Whitley County, and Williamsburg Independent.

The goal of American Legacies is to raise student achievement by improving teachers' knowledge, understanding, and appreciation of American history. The project is intended to benefit the entire eight-county region, and ultimately, the entire state, through the training of forty-five American Legacies Fellows. Their training program, which includes a specially designed curriculum, as well as the teaching units developed over the course of the project, will be available online as resources permit.

Visits to historic sites important to local, state, and national history, such as the Cumberland Gap; Ashland, the Henry Clay Estate in Lexington; and mining camps in Eastern Kentucky will be included in the training. The emphasis of the participants' instruction will be on ways to make history teaching exciting and engaging in the classroom, integrating content-rich study of American history with instruction on how children learn history and utilizing resources such as historic places, primary documents, oral histories, historical drama, and local museums.

Kentucky Monthly Magazine

Kentucky Monthly is a general interest magazine about Kentucky and Kentuckians. Each month, the magazine is dedicated to contemporary living in the Bluegrass state. Part travel, part politics, part news, and part history, Kentucky Monthly has something for everyone.

The Kentucky Heritage Council initiated a formal partnership with the magazine in 2002 to promote and educate Kentuckians about our rich heritage and efforts to preserve it. Since 2002, Kentucky Monthly magazine has included one article on historic preservation each month. Topics that have been covered so far include: Roadside Commercial Architecture, the National Register of Historic Places in Kentucky, Archaeology in Kentucky, log houses, and a feature on the Pine Mountain School for Practical Preservation.

The Kentucky Underground Railroad Council

The newly formed Underground Railroad Advisory Council, an advisory body to the Kentucky African American Heritage Commission, is laying the groundwork to begin identifying and documenting sites in Kentucky associated with the Underground Railroad, places where African Americans were sheltered during their flight from slavery in the southern United States prior to the Civil War.

These initial steps to create a registry and undertake a unified approach for preservation and protection will be the first toward creating a master plan for site development and public education, and in promoting heritage tourism opportunities throughout the state.

The Underground Railroad Advisory Council was created in March 2003 with the passage of HB 24, introduced by Rep. Mike Denham, and had its first meeting recently in Frankfort. The Kentucky

African American Heritage Commission is a program of the Kentucky Heritage Council, the State Historic Preservation Office, where the registry will be maintained.

The role of the 13-member council also includes research, assisting with nominating sites to the National Register of Historic Places, and working with the Tourism Development Cabinet in identifying opportunities for public information, education, and promotion.

The Kentucky African American Heritage Commission

The mission of the African American Heritage Commission is to identify and promote awareness of significant African American influences upon the history and culture of Kentucky and to support and encourage the preservation of Kentucky African American heritage and historic sites. The commission has 19 members appointed by the Governor and includes representatives from the state's major universities, state agencies, community preservation organizations and interested citizens. Some of the Commission's ongoing programs include: research and restoration grant assistance; Rosenwald School survey and inventory project; statewide Underground Railroad initiatives; and an annual educational conference.

The Kentucky Native American Heritage Commission

The Native American Heritage Commission was established to recognize and promote Native American contributions and influences in Kentucky's history and culture. The Commission has 17 members and includes representation from institutions of higher learning, archaeology, native arts, and the general public. Major initiatives of the commission include: annual celebration of Kentucky Native American Month in November; development of legislation to protect Native American burial sites and other places of cultural significance; educational materials and teacher packets for elementary and middle school students regarding Kentucky's native heritage; long-term development of a Native American Heritage Center in partnership with the Kentucky Department of Parks

The Kentucky Military Heritage Commission

The Kentucky Military Heritage Commission was established in 2002 to identify and protect sites and objects related to Kentucky's military heritage, and to seek and accept requests for designation of geographic military heritage sites and military heritage objects from the public. In addition to the State Historic Preservation Officer, the commission consists of the Adjutant General, the Director of the Kentucky Historical Society, the Executive Director of the Commission on Military Affairs, and the Commissioner of the Department of Veterans' Affairs.

The Kentucky Archaeological Survey (KAS)

The KAS is a partnership between the Kentucky Heritage Council and the University of Kentucky Department of Anthropology. The Survey's mission is to provide a service to other state agencies, to work with private landowners to protect archaeological sites, and to educate the public about Kentucky's rich archaeological heritage.

KAS strives to make information on Kentucky archaeology more accessible to the general public. One way that is accomplished is through the publication of booklets on different aspects of Kentucky archaeology. Booklets published to date include: *Slack Farm and the Caborn-Welborn People*; *Mute Stones Speak: Archaic Lifeways of the Encarpment Region in Jackson County, Kentucky*; *Prehistoric Hunters and Gathers: Kentucky's First Pioneers*; *Forest, Forest Fires, & Their Makers*; *The Story of Cliff Place Pond, Jackson County, Kentucky*; and *Taming Yellow Creek: Alexander Arthur, the Yellow Creek Canal & Middlesborough, Kentucky*.

In addition to the two groups of publications listed above, the Heritage Council has supported subsidized books on Kentucky archaeology through the University of Kentucky Press. These include *Rock Art of Kentucky* (1987) by Fred Coy, Thomas Fuller, Larry Meadows, and James Swauger and *Kentucky Archaeology* (1986) edited by R. Barry Lewis. Finally, staff archaeologists have produced many articles and technical reports on various aspects of Kentucky archaeology.

In addition to the booklets, KAS produces videos about Kentucky archaeology. Kentucky Archaeology is a series of short documentaries that explore new research about the state's rich cultural heritage. Produced by the Kentucky Heritage Council, each episode examines a unique aspect of archaeology with a blend of interviews, artifacts, rare archival images and video of ancient American Indian sites in Kentucky. To date four episodes have been produced, including *WPA Archaeology: Legacy of an Era* and *The Adena People: Moundbuilders of Kentucky*. Pending funding, the Kentucky Heritage Council hopes to produce additional episodes for the series about new research in both prehistoric and historical archaeology.

KAS administers many successful K-12 archaeology workshops for both teachers, like Project Archaeology. Project Archaeology is a national heritage education program designed to teach young Americans to appreciate and protect our nation's rich cultural heritage. Sponsored by the Bureau of Land Management, Project Archaeology began in Utah in 1990. Since then, 19 states have established or are establishing programs. *Intrigue of the Past: A Teacher's Activity Guide for Fourth through Seventh Grade* and each state's Student Handbook or support materials provide the lessons and the information about local archaeology and history. *Intrigue* contains 28 classroom-tested lessons that use history and archaeology to teach science, math, history, social studies, art, language arts, and higher-level thinking skills, such as problem solving, synthesis, and evaluation. Lessons address multiple learning and teaching styles and include many hands-on activities. All lessons are either self-contained, or require only readily available materials. Students confront archaeological preservation problems and propose solutions through discussion, debate, and problem solving. KAS holds these workshops annually.

KAS also provides opportunities for K-12 students to participate in field and laboratory work as well as report preparation. Among the projects that students have participated in are Building Blocks of History at the Farnsley Kaufman House in Jefferson County and archaeological investigations undertaken at Ashland: The Henry Clay Estate. KAS also has worked directly with teachers and educators in counties such as Livingston, Clay, Lincoln and Greenup to design projects that involves students in different aspects of Kentucky archaeology.

Introduction: Goals for Historic Preservation in Kentucky

Planning for preservation is most effective when we examine what average Kentuckians think about historic and cultural resources. They are the people dealing with these issues on the grassroots level and they understand which resources are truly at risk.

To be effectual it will also take a close consideration of the trends impacting the state. These economic, political, and social factors can positively or negatively affect the practice of preservation. Knowing these trends can also help those managing our historic and cultural resources to make decisions using a broader, more holistic frame of reference. The final important element in preservation planning is a thorough examination of the number and condition of our historic and cultural resources. Since preservation is resource-based, that is we have historic places as our main concern, it only makes sense to understand where we are in identifying them and where we need to go to have a fuller understanding and appreciation of our above and below ground heritage.

The preceding sections attempt to supply this crucial information. With this information in mind, we can turn to the vision and goals that will help us address the future needs of both our historic and cultural resources and the practice of preservation. The vision statement was derived from a set of priorities culled from public input and trends. The vision is a statement of where we want preservation to be in the state of Kentucky five years from now. The vision, in turn, informs a new set of goals to accomplish this important work. These goals, strategies and tactics are all based upon the three important components of preservation planning: public input, statewide trends, and assessment of our historic and cultural resources.

Vision

Kentuckians will value historic places as irreplaceable resources essential to our heritage, our economy, and the quality of life in our communities. Kentucky's unique cultural landscapes are integral to our identity and sense of place. Individuals, communities, and organizations will work in partnership to protect, preserve, and use historic resources to build thriving communities, provide affordable housing, conserve precious environmental resources, and gain a greater understanding and appreciation of this shared heritage. Kentuckians will be empowered with the knowledge, legal and financial tools, technical skills, and authority to decide how preservation and new development will compliment one another as communities plan for inevitable growth and change. Together, we will build a preservation culture that incorporates diversity, stewardship, and education as we plan for a better future.

Goals

Goal 1: Education

Educate Kentuckians about the importance of our diverse historic and prehistoric places and promote their continued use.

Goal 2: Identification, Evaluation, and Nomination

Identify, evaluate, nominate, and list significant historic and archaeological properties.

Goal 3: Planning and Protection

Integrate historic preservation and smart growth into planning efforts across Kentucky and ensure protection of significant historic and prehistoric resources.

Goal 4: Advocacy and Incentives

Expand financial, legal, and technical assistance and build effective coalitions to preserve historic and prehistoric resources.

The following goals and the associated strategies and tactics are intended to address preservation needs. They are not intended to attend to any and all concerns, rather they should begin an ongoing dialogue to protect, preserve, and use Kentucky's historic and cultural legacy.

Goal 1: Education

Educate Kentuckians about the importance of our diverse historic and prehistoric places and promote their continued use.

Education is perhaps the most elemental goal for historic preservation. The act of educating allows us to build support and an understanding of the importance of historic preservation, and it provides the purpose for more informed decision making. Without these efforts, preservation would be relegated to those people who have a natural affinity for older buildings and places. Through educational efforts, though, it becomes clear that preservation is more than just love for old buildings and history. It is economic development, good planning, good design, environmental conservation, and good jobs.

The following strategies have been formulated to assist with building a preservation culture⁴⁹ in the Commonwealth. Taken together, they should provide a strong basis for preservation education.

Strategy A: Educate the general public about myths associated with historic preservation through a highly publicized public relations campaign.

This strategy is intended to expose and address many of the myths that can impede progress on historic preservation projects. Upon clarification, it should be evident that these myths are misguided, thus preventing an obstacle to preserving our historic places.

Myth 1: Preservation isn't about my house; it's about the fancy plantation house on the hill that the Governor lived in.

Tactic 1: Explain what the term "historic" means, being careful to align with National Register criteria.

- a. Promote an understanding that preservation is about the resources of diverse groups of people, including African American neighborhoods, working class neighborhoods, etc.
- b. Promote the preservation of resources that meet National Register criterion of 50 years of age or older with special emphasis on non traditional resources and approaches like cultural landscapes, archaeology, 20th century resources, industrial resources, African American resources, Native American resources, vernacular architecture, and farming landscapes surrounding the "main house."
- c. Create promotional material that highlights nontraditional groups of historic resources and their importance.
- d. Clarify that historic doesn't necessarily mean "pretty."

⁴⁹ The term "culture" is used here to describe a way of looking at the world. Merriam Webster's online dictionary describes this kind of culture as, "a set of shared attitudes, values, goals, and practices." We currently live in a "land development" culture. In sum, a preservation culture is evident when the first priority for historic places is preservation. A preservation culture would ask, "Prove that this site cannot be preserved, rather than prove that it can be."

Myth 2: *Preservation just costs too much.*

Tactic 2: Promote historic preservation activities and projects as cost-effective.

- a. Develop case studies with hard numbers, emphasizing that the preservation of older buildings is a good investment.
- b. Gather statistics that compare the costs of new development, including infrastructure improvements, with the costs of rehabilitation projects.
- c. Emphasize the costs of demolition and redevelopment of older sites.
- d. Demonstrate through case studies that historic preservation creates high skilled jobs for Kentuckians.
- e. Show that older buildings are a long-term investment, compared to short-term life-cycle for newer buildings.

Myth 3: *New buildings are always better buildings.*

Tactic 3: Develop educational materials that address the “new is better” myth, arguing not from the perspective of personal taste but from practical realities.

- a. Demonstrate that older buildings were mostly built to last, whereas newer buildings have a short life cycle.
- b. Show that preservation projects can preserve buildings thought to have little life left.
- c. Examine the factors that create the “new is better” myth and address them in a systematic way.

Myth 4: *Preservation always means restoration.* In other words, preservation projects always restore a building to a certain point in the past, regardless of the building’s use or significance. (Also known as the museum myth.)

Tactic 4: Clarify and promote the difference between restoration, preservation, and rehabilitation treatments for historic buildings.

- a. Utilize the Secretary of the Interior’s Standards to explain different treatments for older buildings.
- b. Develop fact sheets that tie the building’s significance and use into the appropriate treatment, e.g. an 1812 house designed by one of the first American architects and meant to be a museum (restoration) would require a different treatment than a 1920s bungalow intended for owner occupancy (rehabilitation).

Myth 5: *Placing my house on the National Register means that I can’t change it.*

Tactic 5: Clarify and promote the difference between National Register listing and local historic district restrictions.

- a. Foster an understanding that a local preservation ordinance provides more protection from local undertakings than National Register listing/
- b. Foster an understanding that National Register listing can provide limited protection from federal government undertakings.
- c. Encourage communities to develop National Register and local historic listings, as each have complimentary strengths and weaknesses.

Myth 6: *Archaeologists mainly investigate prehistoric sites.*

Tactic 6: Clarify that archaeologists study all nonrenewable, fragile materials of past human activity.

- a. Foster an understanding that the past can be 10,000 years ago, or 50 years ago.
- b. Promote archaeological investigations at historic sites across Kentucky.

Myth 7: *It's okay to pick up and keep historic or prehistoric artifacts because if you don't someone else will.*

Tactic 7: Promote a widespread understanding that removing artifacts without using scientific methods can destroy information about earlier cultures and is illegal to do on public lands without a permit.

- a. Pothunters are collectors of prehistoric Indian artifacts for personal gain or private pleasure; they generally have little or no interest in the scientific interpretation of what is recovered. Archaeologists, both amateur and professional, keep careful, complete records and share their conclusions with others; their goal is to contribute as much as possible to our knowledge about the culture and lifestyle of historic and prehistoric people.
- b. Professional archaeologists do not keep, buy, sell, or trade any artifacts. They believe that objects recovered from a site should be kept together as a collection so as to be available for future study or display.

Myth 8: *All a person needs to practice archaeology is a shovel and a place to dig.*

Tactic 8: Professional archaeologists undergo many years of academic training, as well as experience in the field and laboratory. Moreover, today's archaeology involves more time spent in the laboratory classifying and analyzing the material recovered than time spent in the field at an excavation site.

Strategy B: Develop informational materials available in print and on the web that demonstrate the economic benefits of historic preservation.

Understanding that Kentucky's economy depends upon its historic places is an important step toward preserving these places. Historic preservation, as noted economist Donovan Rypkema states, is "a proven economic development strategy for Kentucky's communities interested in creating jobs, attracting investors and visitors, revitalizing their downtowns, and providing affordable housing." This strategy is intended to promote a widespread appreciation of the economic value of preservation.

Tactic 1: Update Donovan Rypkema's seminal 1991 study, "Historic Preservation and the Economy of the Commonwealth: Kentucky's Past at Work for Kentucky's Future."

Tactic 2: Conduct and publicize case studies of specific historic preservation projects as economic development.

- a. Find noteworthy "best practices" and develop well-designed fact sheets that highlight these projects.
- b. Examine individual building rehabilitation projects as well as city and county-wide preservation efforts.
- c. Note impact of preservation on job growth, job quality, affordable housing, tourism, etc.

Tactic 3: Approach private industry organizations that influence historic preservation projects, i.e. bankers associations, realtor's boards, CPAs, homebuilder's associations, contractor's groups with information about the economic benefits of preservation.

- a. Provide in-depth, statistical information regarding economic impact of preservation.
- b. Conduct training sessions for these state and local groups at their meetings or at specially sponsored events.

Tactic 4: Approach state, local, and federal agencies with information about economic benefits of preservation.

- a. Utilize the provisions of House Bill 55 to provide preservation training for planners.
- b. Target state, federal, and local employees with potential to influence use of older buildings, and location of office spaces in historic downtowns.
- c. Provide in-depth information to state and federal legislators about preservation's economic benefits.

Tactic 5: Approach private property owners with information about the economic benefits of preservation.

- a. Target historic neighborhood associations, owners of historic houses, developers, and investors in historic properties.

Tactic 6: Represent the needs of diverse groups, like the elderly, Hispanics, economically disadvantaged groups, and etc., in these studies, including an examination of affordable housing and gentrification.

Strategy C: Provide preservation “how-to” training for diverse audiences.

There is a great need in the field of preservation for general level training for the average citizen. This training can be accomplished through various means, but should be general enough to interest the average Kentuckian in preservation. At the same time, there is a need for highly technical information for preservation consultants, which will keep them up-to-date with the most recent developments in the field. This strategy hopes to address these varied educational requirements.

Tactic 1: Offer training for both the general public and consultants that clarifies Survey, National Register, and Section 106 Environmental Review goals and processes.

- a. Make certain that training for consultants is more specific than information for general public.

Tactic 2: Offer training for both the general public and consultants that explains Historic Preservation Tax Credits, the Secretary of the Interior’s Standards, and good general design principles.

- a. Make certain that training for consultants is more specific than information for general public.

Tactic 3: Offer training for the general public and city/county officials that explains and promotes the Certified Local Government (CLG) Program, Historic Preservation Easement, and downtown revitalization efforts, like Main Street programs.

Tactic 4: Offer training for the general public to promote an understanding of archaeological research.

- a. Provide more opportunities for public participation in archaeology both in the field and in the laboratory.
- b. Sponsor a speaker’s series and other events about archaeology.
- c. Develop more materials for the general public, e.g. booklets, videos, and exhibits.

Tactic 5: Offer a historic preservation certificate that focuses on general technical preservation skills.

- a. Offer coursework on the internet via the Kentucky Virtual University.
- b. Produce and distribute video coursework.

Tactic 6: Offer preservation training courses for local planners that meet the standards of House Bill 55.

Strategy D: Provide vocational training and certification in historic rehabilitation skills.

Preservation of Kentucky’s significant historic resources requires craftspersons with knowledge of how to treat a historic property. This knowledge can only be attained through educational efforts by skilled crafts persons. This strategy should offer guidance about how to best accomplish this end.

Tactic 1: Offer craftsperson certification and training on historic buildings and sites through the Kentucky Community and Technical College System and the Council for Postsecondary Education.

Tactic 2: Participate in the Pine Mountain School for Practical Historic Preservation to provide craftsperson training.

Tactic 3: Offer a certificate in historic preservation craft and historic preservation certification for architects and other design professionals through the University of Kentucky's Historic Preservation Department.

Tactic 4: Produce easy to use fact sheets that detail preservation techniques for contractors, architects, and other craftspersons.

Tactic 5: Produce a brochure that highlights preservation techniques for homeowners.

Tactic 6: Sponsor "house doctor" workshops.

Strategy E: Incorporate diverse historic places as teaching resources to primary and secondary students both on the web and in print.

Perhaps the most often heard refrain among the preservation community is to "start young" with preservation education. It is the students of today who will be the preservationists of tomorrow. Just as the environmental movement did 20 years ago, so preservationists try to do now: bring young people into the movement. This strategy provides guidance about how to proceed.

Tactic 1: Include historic preservation studies into the general program of studies for Kentucky's schools on the state and local levels.

- a. Focus on integration in the fields of science (archaeology and building conservation), mathematics (drawing and drafting), English and language arts (writing about older buildings/sites) as well as social studies and the arts and humanities.
- b. Include state and local history as coursework on the primary and secondary level with focus on buildings and sites as sources.

Tactic 2: Educate school age children about the value of historic preservation and history using everyday resources, like the town or school building itself, rather than focusing primarily on traditional historic sites, like museums.

- a. Encourage participation in KHC and Preservation Kentucky's Student Photo-Essay Contest.

Tactic 3: Develop experiential studies for primary and secondary school children of local historic sites.

- a. Work with local CLG or Main Street/Renaissance programs to integrate studies with “real world” sources.
- b. Offer KAS Archaeology workshops.

Tactic 4: Involve teachers in the process of learning about historic places.

- a. Work with the American Legacies Program for teachers.
- b. Continue involvement with the Youth Environmental Summit.
- c. Work with Kentucky Educational Television (KET) to develop a televised teacher training series.
- d. Sponsor Project Archaeology workshops for teachers.
- e. Encourage teachers to get involved with local preservation organizations and Preservation Kentucky.

Tactic 5: Reach all ages and grades of school age students with preservation educational materials continuing throughout their school career.

Strategy F: Publicize historic preservation to diverse audiences across the Commonwealth.

For those who do not own a historic house, sponsor archaeological digs on their farm, or renovate an old commercial building, preservation can still be important in their lives, because it is key to quality growth and quality communities. Most people have not thought about the ways in which historic buildings and places touch their lives everyday through the older church they attend; the WPA school their children attend; the Art Deco theater they go to on Friday night; or through the historic building where they work. This strategy is an effort to promote preservation to all Kentuckians, whether they participate or just appreciate these efforts.

Tactic 1: Develop statewide communications network of local preservation and history groups, local governments, Renaissance and Main Street organizations, and state agencies through Preservation Kentucky to publicize historic preservation issues and opportunities.

Tactic 2: Work with the National Trust for Historic Preservation on their 2004 Annual Conference in Louisville.

Tactic 3: Conduct historic preservation workshops and programs in order to highlight important preservation issues and opportunities.

- a. Continue working with the National Trust’s “History is in Your Hands” Public Service Announcements campaign.
- b. Expand participation in Historic Preservation Week.
- c. Present research on historic preservation and archaeology at conferences.
- d. Work with the State Fair and local fair associations to provide preservation information.

Tactic 4: Target groups not traditionally part of the historic preservation network.

- a. Focus on historic homeowners, minority and ethnic groups, local government officials, state agencies, the banking and insurance industry, accountants, attorneys, realtors, environmental organizations, etc. so that they understand and can advocate for common preservation interests and goals.
- b. Enhance state and federal legislators understanding of historic preservation programs and needs.
- c. Tap into genealogist organizations to inform them of the potential information preservationists have about ancestral homes, i.e. make the connection between people and buildings.

Tactic 5: Develop print material that has potential to energize the movement.

- a. Research and publish promotional materials like, 11 Ways You Can Help Preserve Your Community (based upon 11 Simple Things You Can Do to Save the Earth).
- b. Develop a series of renovation “how to’s” for historic property owners.
- c. Publicize preservation issues on the local level through editorials and columns.

Tactic 6: Participate in the biennial state historic preservation conference in conjunction with the Kentucky Heritage Council, the African American Heritage Commission, the Native America Heritage Commission, the Military Heritage Commission, the Underground Railroad Commission, the Kentucky Archaeological Survey, and Preservation Kentucky.

- a. Offer promotional passes to targeted groups.
- b. Offer scholarships to underserved populations.

Tactic 7: Participate in the African American Heritage Commission’s annual symposia.

Tactic 8: Sponsor a preservation “think-tank” to highlight preservation issues and opportunities that would function much like the Prichard Committee has for Kentucky’s educational reform movement.

Strategy G: Include historic preservation programs and courses as part of the curricula at Kentucky’s colleges and universities.

Having educated professionals working in the state is of utmost importance. They can lead preservation initiatives, provide technical support, and restore historic places in communities across the Commonwealth. This strategy acknowledges their importance and plans for their future.

Tactic 1: Support the University of Kentucky College of Design, Department of Historic Preservation Master’s Degree program, Western Kentucky University’s Folk Studies Program, and Murray State University’s Public History Program.

Tactic 2: Support newly established undergraduate programs in historic preservation and public history, like Northern Kentucky University and Morehead State University.

- a. Encourage public history programs to focus on buildings and sites as primary sources.

Tactic 3: Expand cooperative efforts between the Heritage Council, the Kentucky Archaeological Survey (KAS), and Departments of Anthropology throughout the state.

- a. Integrate archeology into historic preservation programs that focus primarily on buildings.
- b. Establish regional offices of KAS at universities and colleges across the state, other than its home base of the University of Kentucky.

Tactic 4: Provide “real-world” internship opportunities for college and university students at the Heritage Council, the Kentucky Archaeological Survey, CLG and Main Street programs, and preservation nonprofits.

Tactic 5: Expand cooperative efforts with colleges and universities offering historic preservation related curricula, including the University of Louisville’s Urban Studies Institute, Georgetown College’s Underground Railroad Institute, Kentucky State University’s Center for Excellence in the Study of Kentucky African Americans, Western Kentucky University’s Programs in Folk Studies, Murray State University’s Forrest C. Pogue Public History Institute, and Eastern Kentucky University’s Public History program.

Tactic 6: Encourage integration of historic preservation, archaeology, and architectural history studies at the Kentucky Governor’s Scholars Program.

Tactic 7: Promote preservation education through the Council for Postsecondary Education.

Goal 2: Identification, Evaluation, and Nomination

Identify, evaluate, nominate, and list significant historic and archaeological properties.

Developing contexts, identifying historic properties, and evaluating them for listing on local registers and the National Register of Historic Places are important parts of preservation planning efforts. Basically, these technical phrases mean that we find out what a resource is (*identification* or better known as *survey*), place it in its appropriate place and time (*context*), decide if it is eligible for the National Register or local registers (*evaluation*), and then we *nominate* it for listing. As a preservation planning process, these procedures allow us to decide what we want to preserve and what we don't. Thus, this process can help local communities and state and federal agencies manage and plan for the future of their historic resources.

This strategy is intended to highlight the important role that survey, National Register, and local designations play in protecting our historic and prehistoric resources. The following strategies should highlight some of the work that needs to be accomplished.

Strategy A. Update historic resource and archaeological surveys, ensuring that these inventories reflect the diversity of the state's resources and the people who produced them.

The Historic Resource Survey program and the Archaeological Sites Inventory, administered by the Heritage Council, is an important step in the preservation planning process. Survey work is basically determining what a resource is and where it is located. To do this, surveyors typically describe the resource's features on a form, draw a measured floor or site plan, take photographs, and include geographic data with their form. Of course, there are varying degrees of intensity for survey. The most intense being documentation to the standards of the Historic American Building Survey (HABS) and the least intense being sketching a floor or site plan and providing a hand-drawn map of the resource survey area. All of these activities can lead the surveyor to a more complete knowledge of the resource at hand. In addition to recordation, it is important to note all properties over 50 years of age. That way, survey can provide an adequate basis for evaluation to the National Register or local designation. This strategy should assist surveyors, local governments, and state agencies with documenting Kentucky's historic resources.

Tactic 1: Explore the possibility of partnering with other state agencies/ organizations to obtain funds and personnel to accomplish survey work

- a. Create a list of potential agencies through which survey funds and personnel might be accessed.
- b. Promote the value of survey to these partners as a planning tool.
- c. Explore the potential use of tobacco resettlement monies, tourism monies, etc. for use in historic survey projects.

Tactic 2: Assure that high-growth areas and at-risk resources receive priority in planning for survey.

- a. Encourage precedence of survey in underdocumented regions and of underdocumented resources.

Tactic 3: Produce and publicize a yearly summary of historic resources surveyed both to date and that year.

- a. Clearly define priority survey areas and resource types in this report.
- b. Analyze survey trends and present survey needs using quantifiable data.

Tactic 4: Develop plans and strategies for local survey work.

- a. Concentrate efforts on more intensive surveys in each county or city that can be prepared over a multi-year period.

Tactic 5: Provide technical expertise and grant assistance, if possible, to counties and communities interested in comprehensive architectural or archaeological surveys.

Tactic 6: Conduct survey in areas not yet inventoried and unable to organize and/or match survey and planning grant projects.

- a. Assert at least one of these projects as first priority for federal survey funds.

Tactic 7: Continue to incorporate cultural resources assessments (106 survey) in the historic and archaeological surveys.

- a. Require Kentucky Historic Resource Inventory Forms for 106 assessments.

Tactic 8: Utilize the opportunity of special projects and partnerships to expand historic sites inventories.

- a. Partner with the University of Kentucky Preservation Department, Western Kentucky's Folk Studies Program, and Murray State's Public History Program, and other colleges and universities to include their student's work in the Kentucky Survey database.
- b. Include the Renaissance Kentucky Survey forms in the Historic Resource and local survey databases.
- c. Complete or update survey forms for resources listed on their endangered lists.
- d. Encourage all Heritage Council programs, including TE, Tax Credits, easements, and African American, Military Sites, and Native American Heritage Commissions to complete survey forms for projects.

Tactic 9: Encourage survey work associated with African American and Native American sites.

- a. Complete survey forms for African American resources.
- b. Continue to survey and record Native American sites.

Tactic 10: Offer Kentucky Landmark Certificates to historic property owners.

- a. Encourage more owners of archeological sites to participate in the program.

Tactic 11: Set continuing standards for the recordation of archaeological sites.

Tactic 12: Strengthen techniques for identifying archaeological resources on public and private lands.

Strategy B: Evaluate and nominate diverse properties eligible for listing in the National Register of Historic Places.

The National Register of Historic Places, administered by the National Park Service and the Kentucky Heritage Council, is an essential component of preservation planning. Through researching, documenting, and evaluating historic resources, we can make informed decisions to preserve the best aspects of our past. The National Register list, then, includes properties that have been deemed worthy of preservation. This strategy provides guidance about how to best accomplish registering Kentucky's diverse historic places.

Tactic 1: Explore the possibility of partnering with other state agencies/ organizations to obtain funds and personnel to accomplish National Register work.

- a. Create a list of potential agencies through which funds and personnel might be accessed.
- b. Promote the value of the National Register to these partners as a planning tool.
- c. Explore the potential use of tobacco resettlement monies, tourism monies, etc. for use in National Register projects.

Tactic 2: Assure that high-growth areas and at-risk resources receive priority after survey for funding.

- a. Encourage National Register listing in underdocumented regions and of underdocumented resources.
- b. Place emphasis on district and multiple property nominations.

Tactic 3: Complete model National Register nominations for diverse property types.

Tactic 4: Develop strategies for evaluating and nominating historic resources that do not have sponsoring organizations to match and receive survey and planning funds.

- a. Assert at least one of these projects for priority in funding.

Tactic 5: Update National Register nominations listed before 1990 to add contributing properties, redefine boundaries, and/or extend periods of significance.

- a. Ensure that all resources 50 years of age or older are included in these assessments.
- b. Publish a list of needed Register updates.

Tactic 6: Nominate African American resources to the National Register.

- a. Conduct workshops and website training that promotes nomination of African American Heritage.

Tactic 7: Nominate additional archaeological sites to the National Register and National Historic Landmark designations.

Tactic 8: Develop training sessions for preservation consultants who accomplish National Register work.

- a. Emphasize development of a cultural landscape approach.
- b. Provide access to new, cutting edge theories about how we nominate historic properties to the Register.

Tactic 9: Produce annual reports on National Register listings.

- a. Clearly define priority areas for National Register work in this report.
- b. Analyze National Register trends and present National Register needs using quantifiable data.

Strategy C: Maintain a local inventory of significant historic and archeological resources.

Just as important as nominating and surveying properties for state and national listings is surveying and listing historic properties in local inventories.⁵⁰ Local governments often undertake survey as part of a larger comprehensive planning effort, required by local preservation ordinance. Although they vary from locality to locality, ordinances generally require that eligible areas be surveyed, documented, and formally designated with defined significance and boundaries. Designation as a local historic district or landmark, unlike listing in the National Register, allows for design review over proposed changes, additions, and new construction. Local legislation is one of the best ways to protect the historic character of buildings, streetscapes, neighborhoods, and special landmarks from inappropriate alterations, inappropriate new construction, and other poorly conceived work, as well as outright demolition. Residents know that their historic districts are far more than attractive places for tourists to visit and shop. They understand that one of the best ways to keep the look and feel of the place they call “home” is through a local design review process. For this reason, local districts provide the best protection for historic and cultural resources. This strategy is intended to promote local registers of historic places.

Tactic 1: Survey local areas with potential to be locally designated as historic districts or local landmarks.

- a. Include resources that will be 50 years of age in the next 5-10 years.

Tactic 2: Evaluate and nominate local areas with historic and archaeological resources for local district or local landmark designation.

- a. Ensure that landmarking of significant houses does not ignore the surrounding site; district nominations are preferable.
- b. Include rural and urban districts on local lists.
- c. Include the resources of diverse groups, including African American sites, working class neighborhoods, and Native American sites.
- d. Include diverse types of resources, like bridges, barns, outbuildings, schools, 20th century resources, etc.
- e. Ensure that high-growth areas or at-risk resources receive priority.

⁵⁰ The term local inventory is synonymous with local surveys in this section. Also, local register or local listings is generally referred to as local designation.

Tactic 3: Utilize local inventories as the basis for public education efforts.

- a. Develop walking tours, school projects, photo competition, etc. to raise awareness of nominated resources.

Tactic 4: Ensure local ownership through inclusion of neighborhood residents as advisors to and/or members of the Historic Preservation Commission .

Tactic 5: Develop training sessions for preservation consultants who prepare nominations and designation reports.

- a. Emphasize development of a cultural landscape and vernacular architecture approach.

Tactic 6: Develop training sessions for Historic Preservation Commission members.

Tactic 7: Produce annual reports on local designations and the work of the local Preservation Commission.

- a. Clearly define priority areas for local work in this report.
- b. Analyze local trends and present survey and local designation needs using quantifiable data.

Strategy D: Strengthen the understanding and use of historic contexts as the foundation for good preservation decision making.

Historic Contexts are the main way to assess the potential significance of a historic or prehistoric resource. Basically, contexts are a history of a building type, artifacts, a person, or a trend in history that allows us to view a resource from the perspective of its own place in time. They are not the history of high school textbooks, though, because contexts require you to look at the physical objects of our past. In other words, they are not primarily concerned with the history of laws, great people, and ideas, though they can examine these things; contexts are better described as providing a history of the objects, structures, and artifacts of our past. Contexts give us a greater understanding of the importance of a resource, so we can make better decisions. This strategy hopes to encourage more contextual work for Kentucky.

Tactic 1: Explain the benefits of using historic contexts in identification, evaluation, registration, and treatments of historic buildings and sites.

- a. Provide a Historic Context link from the Heritage Council's website describing the importance of this approach.
- b. Include instructions, best practices, and lists of completed and desired historic contexts on the website.

Tactic 2: Formulate annual reports identifying historic context studies that have recently been developed.

- a. Include a listing of priorities for context development.

Tactic 3: Complete Cultural Landscape Overviews for each region in the state.

- a. Update and Publish Cultural Landscape Overviews already complete.
- b. Incorporate a current trends and priorities section for each overview to be updated every 5 years.
- c. Organize completed historic contexts by cultural region; require that new contexts refer to the Cultural Landscape in their title.

Tactic 4: Include the work of university, college, and high school students in the archive of historic context studies.

- a. Encourage the development of historic contexts by students.
- b. Disseminate historic context reports to college/university or high school classes to publicize the concept.
- c. Develop classroom materials that highlight the historic context approach.

Tactic 5: Compose new historic and prehistoric contexts.

Strategy E: Improve the quality and consistency of survey, evaluation, and National Register data.

Survey, National Register, and local register data furnishes the basis to make preservation decisions. Sometimes this data forms the only remaining vestige of a historic place, as is the case with some information from the environmental review process. It is important that this data is of high quality and consistency. This strategy offers tactics to achieve this end.

Tactic 1: Revise the Historic Resources Survey Manual and the Historic Resource Inventory Forms.

- a. Update survey manual and forms to discuss resources other than historic houses, such as bridges, schools, farming landscapes, etc.
- b. Encourage focus on undersurveyed resource types, like farming landscapes (the resources surrounding the house), 20th century resources, neighborhoods and sites associated with the poor or working classes, industrial buildings, neighborhoods, cemeteries, bridges, roads, and sites associated with African Americans.
- c. Address the use of new technologies in survey, especially GIS mapping systems and digital photography.
- d. Include numerous illustrations and model survey forms in the manual.
- e. Prepare new individual, intensive, and group survey forms that are more user friendly and that reflect an emphasis on all property types.
- f. Create fields on Historic Resource Inventory forms so that the document recorder can include the name of the historic context of evaluation and the appropriate Cultural Landscape.

Tactic 2: Complete all information and include all appropriate data with survey, National Register, or local register listings.

- a. Require surveyors to thoroughly complete Historic Resource Inventory forms.
- b. Require National Register and local register nominators to include sufficient photographs of nominated properties.
- c. Ensure that National Register and local register nominators clearly identify eligible resources in historic districts.
- d. Require locational data on USGS topographic maps with surveyed, local register or National Register properties.
- e. Analyze quality and consistency of inventory data, especially with regard to the reliability of National Register status evaluations.

Tactic 3: Conduct course on documentation techniques and approaches to acquaint consultants and the general public with standard documentation practices.

Tactic 4: Develop standards for use of digital photography and GIS in survey, National Register, and local designation work.

- a. Create a working group, in concert with consultants, the Heritage Council, and CLG representatives, to determine the appropriate use of these and other new technologies.

Tactic 5: Continue to update and maintain the archaeological and historic sites GIS databases through the Kentucky Archaeological Survey.

Strategy F. Improve accessibility to the archaeology sites inventory and Historic Resources databases.

The information collected from the survey, National Register, and 106 review process is stored at the Heritage Council and CLG offices statewide. This information provides an important basis for preservation decision-making. This strategy addresses the efforts to make this data more understandable to laypersons and easily accessible to all Kentuckians.

Tactic 1: Plan for easy accessibility of historic and archaeological resources data through use of the Heritage Council's website and through licensed cd-rom use.

- a. Create read-only access to inventory data for preservation planning purposes.
- b. Market a version of the database each year to ADD districts, local libraries, local planning staff, etc.
- c. Provide a less-detailed version of the database for the general public on the web and on cd-rom.
- d. Translate computer codes from resource database into language more easily understood by nonprofessionals.
- e. Create an overview that integrates existing bibliographic database and filed research articles at the Heritage Council.

Tactic 2: Explore updated technology applications that will allow for better public access to the historic resource databases.

Strategy G: Widely disseminate information about historic, architectural, and archaeological resources.

An important part of the federally-mandated programs of survey and National Register, as well as local registers is building an awareness of the importance of historic places. Work accomplished in these projects can become an excellent foundation for academic publications, newspaper articles, and conferences on historic and prehistoric sites. In turn, this work can fuel awareness and understanding of our rich heritage.

Tactic 1: Prepare and publish articles on historic and prehistoric resources.

Tactic 2: Maintain good working relationships with the press to encourage coverage of issues related to historic and prehistoric resources.

- a. Work with local and regional newspapers to foster an awareness of historic and prehistoric resources through feature articles on preservation.
- b. Work through local radio and television stations to encourage fair and accurate representation of issues related to historic resources.
- c. Use the initiation of survey, National Register, or local register work in an area as publicity for historic resources.

Tactic 3: Improve dissemination of information about properties recently listed in the National Register of Historic Places, local designations, and recent Kentucky Landmark Certificates.

- a. Update the Heritage Council website quarterly to highlight recent Register nominations and Landmark Certificates.
- b. Update local websites to highlight recent local designations.
- c. Send out press releases featuring National Register work accomplished and Landmark Certificates awarded in the region.
- d. Encourage historic property owners to seek publicity for their listing of National Register, local district or landmark designations, and KY Landmark status.

Tactic 4: Develop video, powerpoint, and slide presentations that make clear the preservation planning process.

- a. Sponsor several levels of expertise for different groups, e.g. *Preservation for Dummies* for a general audience, *How to Read an Old Building* for a more advanced audience.
- b. Place copies of videos and powerpoint presentations on the web and at local libraries for maximum accessibility.

Tactic 5: Sponsor and participate in conference and symposia focusing on Kentucky's historic and prehistoric resources.

- a. Continue to offer up-to-date research, such as that given at the Kentucky Images Session, about historic resources at the Kentucky Heritage Council's biennial conference.
- b. Support the establishment of a regional chapter of the Vernacular Architecture Forum with neighboring states, and hold biennial symposia.

- c. Participate in the annual Archaeology Conference and publish the proceedings.
- d. Support the efforts of national groups to hold conferences in Kentucky, like the National Trust for Historic Preservation, the Society for Commercial Archaeology, the Southeast Conference of the Society of Architectural Historians, etc.

Tactic 6: Include educational opportunities for the general public and students on historic/prehistoric sites documented for Section 106 projects.

Strategy H: Develop a plan to deal with at-risk historic and archaeological resources.

Public meetings held in winter 2003 made clear that there are numerous historic resources in need of assistance. From covered bridges in rural Kentucky to town courthouses to Underground Railroad sites, Kentucky's historic resources are at risk. While these resources may seem like a disparate laundry list of sundry items, there is a commonality among them. These resources are victims of neglect, misunderstanding, and growth at any cost mentality. To understand their importance, preservationists will have to build a larger perceptual framework. For instance, it is not just one school, but all schools that suffer from misinformed educational policy. Focusing on one house, rather than all similar houses can fail to address the systemic underlying problems. Thus, preservationists need to study, publicize, and come together around the issues surrounding "at risk" resources. This strategy is the beginning of an effort to clearly focus our efforts. The "at-risk" resources list can become an important tool for use by preservationists and planners across the Commonwealth.

Tactic 1: Annually develop a list of at-risk resources to include as a priority for funding and technical assistance.

- a. Incorporate a list of resources from National Register, Survey, local district or landmark nominations, and Section 106 program reviewers.
- b. Include resource types from endangered lists.
- c. Update state and local preservation websites to incorporate a link on at-risk resources.
- d. Include recommendations from the general public, local preservation and history organizations, CLGs, Main Street/Renaissance, Preservation Kentucky, the African American Heritage Commission, the Underground Railroad Commission, the Native American Heritage Commission, and the Heritage Council.

Tactic 2: Publicize the list of at-risk resources to increase awareness of preservation issues and opportunities.

Goal 3: Planning and Protection

Integrate historic preservation and smart growth into planning efforts across Kentucky and ensure protection of significant historic and prehistoric resources.

Planning to preserve Kentucky's historic places will require well-honed preservation strategies. These strategies should make clear that the future of Kentucky will only be vibrant when the past is respected. While preservation of historic places can be seen as merely an aesthetic issue, it would be wise to understand the connections between thriving communities and preservation of the past. Without these initiatives, there would be little tourism, affordable housing, walkable neighborhoods, open space and woodlands, small farming communities, and low-impact sustained economic development.

The Kentucky Heritage Council has provided leadership on attempts to integrate historic preservation into community revitalization efforts through the extremely successful Main Street program, the Renaissance Kentucky program, and the more recent smart growth Kentucky Progress Commission. In all, these initiatives have highlighted the need to plan for Kentucky's rich heritage while accommodating future development.

Further adding to the import of planning is the constant loss of significant historic resources, due to poor or no planning—often as an unintended consequence. This situation could be ameliorated with the establishment of Certified Local Government programs in each community, along with comprehensive survey and National Register work to know what we have. In turn, we can use historic preservation tools as well as other techniques to better protect our resources and encourage responsible stewardship.

The Planning and Protection Goal attempts to address some of the most important issues with relation to preservation and revitalization of thriving communities across the Commonwealth. The following strategies should provide guidance for the Heritage Council, state and federal agencies, and local communities who desire a better-planned, economically vibrant, protected and restored Kentucky.

Strategy A: Work on smart growth initiatives with particular attention to the efforts of the Kentucky Progress Commission.

The Kentucky Heritage Council, Preservation Kentucky, and other preservation partners have played a leading role in the 2001 Smart Growth Task Force. From conducting the Community Development and Design Committee's proceedings to co-authoring the final report, the Heritage Council has been actively involved in promoting smart growth goals for the state. This strategy is intended to continue successful efforts to foster a better Kentucky.

Tactic 1: Implement the Smart Growth Task Force Report.

Tactic 2: Participate in KY Progress Commission initiatives.

Tactic 3: Demonstrate the connections between preservation and smart development.

Tactic 4: Reestablish the State Planning Office to coordinate technical assistance, funding, and smart growth training to local communities, Area Development Districts, and state agencies.

Tactic 5: Educate about the consequences of poor planning, including overextended infrastructure, duplication of services, and unfair burden on urban and suburban taxpayers.

- a. Emphasize that sprawl comes at the expense of historic buildings and downtowns.
- b. Highlight benefits of investments in older neighborhoods.
- c. Increasing demands on land use threatens Kentucky's rural legacy.

Strategy B: Update the State Historic Preservation Plan at least every five years.

Planning for preservation has become increasingly important. Without planning, preservationists will not have the advantages of other groups struggling for legitimacy in this increasingly complex post-9/11 era. Put simply, preservationists will have to be smarter and better organized to succeed. Planning can make our goals clear to ourselves and to leaders in the political arena, in that it can focus our needs and desires for Kentucky's historic places. In all, preservation planning establishes statewide preservation policy and provides a guide for taking coordinated action across Kentucky—for all partners at all levels. This strategy provides a guide to accomplish this important endeavor.

Tactic 1: Hold biennial planning conferences to determine the opinions and ideas of the general public and state and local leadership with regard to preservation.

Tactic 2: Update statewide themes and trends, so that preservation planners and developers can embrace the most up-to-date information.

- a. Ensure that trends are publicized to make informed preservation planning decisions.
- b. Provide statistical information that will allow assessments on the local level of different types of historic resources.

Tactic 3: Actively seek input from groups not traditionally involved in preservation.

- a. Include those groups with potential to wield significant influence over preservation projects, e.g. bankers, attorneys, contractors, architects, county and city officials, historic homeowner's associations, etc.
- b. Include underserved communities with important historic resources, e.g. the African American community, the Native American community, etc.

Tactic 4: Incorporate preservation values into state agency plans, while including their initiatives, as appropriate, in preservation planning efforts.

Tactic 5: Update the comprehensive archaeology plan.

Strategy C: Establish Certified Local Government Programs (CLGs) in cities and counties across the state.

Certified Local Governments are an essential preservation partner. Forming the local link in the state and federal preservation program, CLGs get essential work accomplished. As we know, all preservation done by local people for local places, so CLGs can be the catalysts for most preservation projects. The establishment of CLG programs in municipalities across Kentucky will allow each community to define its goals in concert with preservation planners and act upon them in organized ways. This strategy attempts to expand the number of CLG programs statewide and promote their beneficial effects.

Tactic 1: Promote the benefits of local preservation ordinances.

- a. Develop strong ordinances that protect historic and prehistoric sites.
- b. Develop regulations, standards, guidelines, and procedures for complying with the ordinance.

Tactic 2: Utilize the CLG program to plan for and protect the future of historic and prehistoric resources.

- a. Include consideration of historic and prehistoric resources in local comprehensive plans.
- b. Devise a Historic Preservation Master Plan for a community that outlines how resources will be identified, what resources have been identified, where they are, appropriate treatments for them, and how the CLG will plan to maintain and enhance them.
- c. Include discussion of local trends and issues that affect the community's historic and prehistoric resources, i.e. demolition by neglect.
- d. Utilize downzoning, cluster zoning, and purchase or transfer of development rights programs to protect historic resources.

Tactic 3: Establish local historic districts.

- a. Survey and evaluate local areas for potential district nomination.
- b. Designate local landmarks when district approach is not feasible.
- c. Formulate design guidelines; ideally each district would have specifically tailored guidelines to preserve character-defining features.
- d. Develop management plans for local landmarks and districts.
- e. Promote economic benefits of local historic districts, like increased property values for residents, potential tourist revenues for business owners and the city, and increased tax revenues for city governments.
- f. Promote social benefits of local designations, like neighborhood stability, walkable communities, easy access to community amenities.
- g. Include local residents on design review boards to examine additions, demolition, new construction, and other changes in their own district.
- h. List local districts on the National Register which provides access to the Federal Tax Incentive, grants and loan programs, and national honorary recognition (See Goal 1, Strategy A: Tactic 5 and Goal 2, Strategy C).
- i. Include neighborhoods and landmarks associated with the working class, African Americans, and other undersurveyed and underlisted groups.

Tactic 4: Promote historic preservation easements and protective covenants as part of the CLG strategy to protect important properties.

Tactic 5: Promote planning and early consideration of federal and state undertakings on the CLG level.

- a. Form a local work group to identify potential federal undertakings and impacts to alert CLG and SHPO.
- b. Include federal undertakings that require licensure or federal undertakings that are delegated to the states, like FDIC insured banks, HUD projects, etc.

Tactic 6: Create broad based public education campaign, including brochures, talks, and case studies, about the effectiveness of CLGs in planning to enhance communities' quality of life.

- a. Include technical training on local districts, the National Register, survey, design guidelines, the Secretary of Interior's Standards, covenants, etc.
- b. Develop CLG network in concert with the Heritage Council to share case studies and technical information about quality ordinances, design guidelines, infill construction, etc.
- c. Educate local government officials and citizens about important historic and archaeological resources in the community and strategies to protect them.

Tactic 7: Provide sufficient local financial and staff support for CLG programs.

Tactic 8: Protect archaeological resources through archaeological protection laws, like cemetery and burial protection laws, desecration of venerable objects law, cave protection law, etc.

Tactic 9: Protect locally endangered properties through purchase.

- a. Explore different methods of purchase, like public-private ownership programs, transfer and purchase of development rights programs, land lease, undivided interest, acquisition and saleback or leaseback, restricted auctions, donations, etc.

Tactic 10: Promote CLG program through Area Development Districts.

Tactic 11: Incorporate awareness of the historic resources of diverse groups of people, the needs of diverse constituencies, and a broad conception of the term historic, which can include 20th century architecture, vernacular buildings, archaeological resources, etc. into CLG programs.

Strategy D: Develop historic preservation plans for rural areas.

Although rural and urban preservation must happen in tandem, it is useful to consider each of them separately. This does not blunt the fact that keeping cities and towns within their boundaries has the effect of fostering rural preservation. The intent of this strategy is to consider programs and

opportunities that are unique to rural areas. This strategy should be seen to work in tandem with Strategy E.

Tactic 1: Develop and implement comprehensive planning and zoning on the county level that includes historic preservation as a key element.

- a. Include local preservation ordinances, districts, infill construction guidelines, design guidelines, early consideration of the impact of federal projects on historic and archaeological resources, etc.

Tactic 2: Promote state and local rural easement programs to owners of rural historic properties.

- a. Work with the Purchase of Agricultural Conservation Easement Corporation (PACE), the Conservation Reserve and Enhancement Program, the Nature Conservancy, the Bluegrass Conservancy, River Fields, the Kentucky State Nature Preserves Commissions, County Agricultural Extension agencies, and the KY Heritage Land Conservation Fund Board to ensure that preservation of cultural and historic landscapes is among their priorities.
- b. Encourage local governments to establish a purchase of development rights program, based upon the model of Lexington-Fayette Urban County Government's PDR program.
- c. Publicize the Kentucky Heritage Council's easement program.
- d. Conduct a public education campaign to publicize the benefits of easement programs.

Tactic 3: Establish local rural historic districts and National Register districts in eligible areas.

Tactic 4: Create rural marketing programs and agri-tourism initiatives to support farming operations.

- a. Partner with Tourism Development Cabinet to promote rural historic areas through cultural heritage tourism initiatives.
- b. Partner with state agencies and nonprofits to develop alternative farm marketing programs that will supplant the heavy reliance on tobacco as a cash crop.
- c. Designate National Heritage Areas through the National Park Service and the Kentucky's congressional delegation to plan for, market, and manage agri-tourism areas.

Tactic 5: Work through the Area Development Districts (ADD), Agricultural Extension Agents, and other regional planning entities to promote rural preservation.

- a. Advocate for an historic preservation planner in each ADD district.

Tactic 6: Include older vacant farm houses and outbuildings in planning efforts.

Tactic 7: Retain community anchors in rural areas, like churches, community centers, businesses in crossroads towns and hamlets, landmark buildings, and etc.

Tactic 8: Incorporate awareness of historic resources of diverse groups of people, the needs of diverse constituencies, and a broad conception of the term historic, which can include 20th century architecture, vernacular buildings, outbuildings, archaeological resources, etc. into rural preservation planning efforts.

Strategy E: Develop historic preservation plans for city and town preservation.

As was the case with the previous strategy, urban and rural preservation cannot operate separately. Sprawling towns tend to spill out into the countryside, blunting rural preservation efforts. This strategy focuses on ways to help preserve Kentucky's cities and towns.

Tactic 1: Establish CLG programs in towns and cities across the Commonwealth to lead preservation planning initiatives.

Tactic 2: Develop and implement comprehensive planning and zoning, which includes historic preservation as a key element.

- a. Include local preservation districts or conservation areas, infill construction guidelines, design guidelines for districts, early consideration of the impact of federal projects on historic and archaeological resources, etc.

Tactic 3: Establish local historic districts and National Register districts in eligible areas.

- a. Make certain that local districts include potential archeological sites.
- b. Sponsor flexible local guidelines so that less wealthy districts can participate.

Tactic 4: Establish local Main Street and Renaissance KY programs.

Tactic 5: Examine strategies for providing affordable housing and integrate preservation into these efforts.

- a. Follow current trends to provide more and better housing for the elderly, smaller households, the Hispanic and African American population, and those with physical and mental disabilities.
- b. Conduct studies to determine the approach in each community.
- c. Develop state and national models for communities to emulate.
- d. Continue to promote the reuse of larger community landmark buildings and older industrial buildings to meet affordable housing needs.

Tactic 6: Create a substantial transferable state tax credit for the rehabilitation of historic residential and commercial structures.

Tactic 7: Educate local officials and government agencies about Chapter 34 of the Kentucky Building Code, which provides for variances on historic buildings.

Tactic 8: Retain and expand community anchors in downtown districts.

- a. Conduct studies that explain the importance of retaining these landmarks to the surrounding business district.
- b. Focus particularly on the activities of state and federal government offices, post offices, courthouses, churches, and libraries.
- c. Identify local retail/business anchors and churches and plan for their future preservation.

Tactic 9: Retain community anchors in neighborhood districts.

- a. Conduct studies that demonstrate the efficacy of retaining community focal points to neighborhood revitalization efforts.
- b. Focus particularly on schools, parks, community centers, churches, and businesses.

Tactic 10: Reclaim brownfield sites as locations for traditional neighborhood developments, while preserving extant industrial structures.

Tactic 11: Promote city and town preservation through Area Development Districts (ADD) and other regional planning entities.

- a. Advocate for an historic preservation planner in each ADD district.

Tactic 12: Use the property assessment tax moratorium, which freezes property tax assessments at pre-rehabilitation rates for a period of five years, on historic rehabilitation and restoration projects (KRS 99.595-99.605).

- a. Publicize this enabling legislation and encourage local governments to adopt it, if they haven't already.

Tactic 13: Promote local public-private preservation partnerships.

- a. Loan pool programs for homeowners (with several participating banks loaning at low-interest rates for rehab projects) and Community Development Corporations are examples of public private partnerships that could be created to stimulate preservation work.

Tactic 14: Incorporate historic resources of diverse groups of people, the needs of diverse constituencies, and a broad conception of the term historic, which can include 20th century architecture, vernacular buildings, archaeological resources, etc. into city and town planning efforts.

Strategy F: Strengthen coordination among state and federal government agencies to ensure that preservation is among their priorities.

Among the most important planning endeavors are efforts to integrate preservation with the priorities of state and federal agencies. Preservationists need to recognize the significance of public policy on the preservation of historic resources, and plan accordingly. In order to do this, though, we must clearly conceive the problems and attempt to address them through research, publications, networking, and advocacy. This strategy begins the process of merging preservation interests with public policy makers across the state and federal spectrum.

Tactic 1: Establish siting criteria and design guidelines for state offices that support historic downtown locations.

- a. Require public input on location decisions for government buildings.

Tactic 2: Utilize smart growth principles in facility planning for the Kentucky Department of Education and the Administrative Office of the Courts.

Tactic 3: Strengthen partnerships among state agencies and Cabinets, so that efforts are coordinated and not at odds.

- a. Establish state environmental review process, similar to the federal 106 review process, which will allow the Heritage Council and other agencies of the Commerce Cabinet to comment on state undertakings.
- b. Discuss ways to appropriately treat historic buildings with the Kentucky Housing Corporation, especially with regard to lead paint abatement procedures and review of Low-Income Housing Tax Credit projects.
- c. Assure that the Kentucky Housing Corporation include historic housing in their strategies to address housing needs.
- d. Work with the Housing, Building, and Construction Department through the Smart Codes Committee to ensure that state buildings codes foster investment in older structures.
- e. Partner with the Department of Parks to ensure that historic park structures and archaeological sites are appropriately preserved.
- f. Partner with the Department of Agriculture to discuss ways to preserve the farming economy, which will result in the preservation of farmscapes.
- g. Work with the Kentucky Department of Transportation on future transportation enhancement projects and traditional road-building initiatives.
- h. Work with the Kentucky Department for Libraries and Archives to foster preservation of older libraries through additions and modernization projects, while extolling smart growth principles.
- i. Continue successful partnership with the tourism development agencies, ensuring that historic preservation is a central focus, rather than an afterthought in cultural heritage tourism initiatives.

Tactic 4: Address the preservation of state-owned historic sites.

- a. Work through the State Historic Properties Task Force to insure the proper treatment of state-owned and operated historic sites.
- b. Assist the State Historic Properties Division (HPD) with the state-owned building survey.
- c. Advise the HPD with treatments for state historic sites.

Tactic 5: Plan for historic resources on university and college campuses and in neighborhoods surrounding campus.

- a. Encourage state-run colleges/universities to adhere to local and regional planning requirements.
- b. Highlight the need for campus preservation planning through the Council on Postsecondary Education and the State Historic Properties Division.

- c. Initiate “college town” preservation programs that bring together city/county government and the campus (popularly referred to as “town and gown”) to discuss preserving both campus and surrounding neighborhoods.

Tactic 6: Identify federal government agencies that have an impact on town planning and preservation.

- a. Maintain federal office buildings in downtown areas.
- b. Develop a statewide strategy to address the location of post offices and federal courthouses in downtown districts (a and b are same thing).

Strategy G: Promote good stewardship practices at historic and prehistoric sites of exceptional local, state, and national significance and National Historic Landmarks.

Historic places with exceptional significance are often the toughest sites to preserve. Their overarching significance makes decisions about their management and preservation extremely difficult, in that the questions raised at such sites are complex for nonprofessionals and professionals alike. For example, is preservation of materials the best option at a site that has endured much change since its initial period of significance or is restoration of missing details appropriate? As might be imagined, these decisions can be polarizing and paralyzing for small nonprofit or governmental groups. Questions concerning these sites can be addressed most productively through proper planning and management. This strategy is meant to offer advice to governmental and nonprofit owners of these types of resources.

Tactic 1: Develop resource management plans for all historic buildings, structures, and sites (including archaeological resources) undergoing restoration or preservation.

- a. Base appropriate treatments on the Secretary of Interior’s Standards and Guidelines for Archaeology and Historic Preservation.
- b. Address: thorough documentation of the site, characteristics and condition of resources, site stabilization issues, security, maintenance, monitoring, compatible uses, interpretation, access, and research questions.
- c. Prepare a Historic Structures Report, if the resource is a building or structure.

Tactic 2: Convene training and networking sessions for site stewardship.

- a. Focus on “best practices” and case studies.

Strategy H: Use historic preservation and other tools to protect historic and archaeological resources.

Tactic 1: Provide treatment and management information to owners and managers of publicly owned historic and prehistoric sites.

- a. Publicize use of preservation easements as a way to protect and manage significant buildings and sites.

- b. Encourage owners to follow the Secretary of Interior's Standards and Guidelines for Archaeology and Historic Preservation.
- c. Develop up-to-date management and treatment information for publicly-owned sites.

Tactic 2: Provide treatment and management information to private owners of significant historic and archaeological resources.

- a. Publicize use of preservation tools, like easements, purchase and transfer of development rights programs, the federal historic preservation tax incentive, partial or limited site development, etc.
- b. Develop workshops on estate planning and land conservation for private owners.
- c. Provide training for appraisers, estate planners, attorneys, and accountants on preservation and conservation easements .
- d. Encourage owners to follow the Secretary of Interior's Standards and Guidelines for Archaeology and Historic Preservation.
- e. Encourage use of the Park Service's *Preservation Briefs* series on line.
- f. Encourage maintenance of historic properties.
- g. Encourage purchase and stabilization of endangered properties by responsible parties.

Tactic 3: Protect historic and archaeological properties through land use planning programs.

- a. Develop comprehensive local and regional plans with preservation as a key element.
- b. Promote cluster zoning or planned unit development on rural and urban sites to reduce the effects of sprawl.
- c. Downzone historic residential neighborhoods, where appropriate.
- d. Develop and participate in purchase or transfer of development rights programs.
- e. Review site plans for new construction in both urban and rural areas.

Tactic 4: Ensure that properties in historic districts and properties eligible for National or local listing are appropriately maintained.

- a. Institute a process through which owners of historic properties that are experiencing demolition by neglect are penalized.
- b. Educate owners about rehabilitation, restoration, preservation, reuse, and additions to an existing site.

Tactic 5: Seek opportunities to advocate stronger protections for cemeteries and religious sites.

Tactic 6: Maximize all opportunities to encourage the stewardship of privately owned cemeteries and archaeological sites.

Tactic 7: Educate professionals on preservation tools available to protect historic and archaeological resources including building inspectors, planners and code enforcement officials; architectural review and economic development boards; and building trades such as remodelers, contractors, etc.

Strategy I: Evaluate and protect properties utilizing the environmental review and 4(F) processes.

Protection of Kentucky's historic and prehistoric resources can partially be accomplished through the stipulations of the National Historic Preservation Act (NHPA) of 1966, Section 106. Section 106 basically requires that the federal government take into account the effects of their activities on properties listed or eligible for listing on the National Register. The federal agency is responsible for complying with Section 106 when federal undertakings affect a historic or prehistoric resource and the federal government receive advice and assistance from the SHPO and the Advisory Council on Historic Preservation. Per Section 211 of the NHPA, local governments are encouraged to participate as interested parties. While this is largely a procedural process, citizens are also encouraged to participate. An understanding of the process has, in many cases, led to preservation of important historic resources. In fact, the landmark 1966 legislation was created because of public outcry surrounding the extremely adverse impacts of urban renewal efforts on historic resources. The 4(F) process is similar in its aims, however, it only applies to federally funded transportation projects. 4(F) is a part of the federal transportation bill that requires transportation projects to avoid historic sites unless there is "no feasible and prudent alternative" and requires "all possible planning to minimize harm" to historic places. This strategy intends to assist with understanding of these review processes.

Tactic 1: Improve planning and communication for the Section 106 process.

- a. Assure that historic and prehistoric resources are explicitly considered in the Kentucky Department of Transportation's Six Year Plan.
- b. Ensure that HUD renovations to historic houses follow the Secretary of the Interior's Treatment Standards and new construction in historic districts causes no adverse impacts.
- c. Work with the Kentucky Housing Corporation to ensure that historic resources receiving Low-Income Housing Tax Credits follow the Secretary of the Interior's Treatment Standards
- d. Review impacts of cell tower projects in historic and prehistoric resources.
- e. Work with the Department of Defense to evaluate impacts on military bases across Kentucky.
- f. Review impacts on federal park lands in Kentucky through the US Forest Service.
- g. Protect engineering resources administered by the Army Corps of Engineers through review and compliance.
- h. Require FDIC-insured banks to comply with the NHPA of 1966.
- i. Protect historic and archaeological resources on state park lands or lands owned by the Department of Fish and Wildlife.

Tactic 2: Allow for early consideration and planning in the Section 106 process.

- a. Work through CLG programs and Main Street/Renaissance programs to ensure early consideration of historic and archaeological resources in local projects.
- b. Train local historic preservation organizations on the Section 106 process so that they might alert local planners, CLG representatives, Main Street/Renaissance directors, and the SHPO of impending projects.

Tactic 3: Explore ways to hire an additional architectural historian at the Heritage Council to manage the increasing review workload.

- a. Examine possibility of cost-sharing a new employee with state agencies who participate frequently in 106 reviews to streamline the process.

Tactic 4: Conduct studies that assist with evaluation of historic and archaeological resources.

- a. Revise the Historic Bridges Study to include all bridges 50 years of age or older.
- b. Assist with development of historic district infill design guidelines for agencies and local governments participating in new construction in older residential areas.
- c. Complete New Deal era contexts for Kentucky.

Tactic 5: Offer training for local governments, state and federal agencies, and citizens on the Section 106 process.

- a. Produce video and website training courses that clarify the environmental review process.
- b. Partner with KCTCS to offer these courses for continuing education credits, or as part of training mandated for planners under HB 55.

Tactic 6: Work with the Kentucky Department of Transportation and Federal Highways through the 4(F) process to ensure protection of historic and prehistoric resources.

Tactic 7: Advocate for the continued existence of the 4(F) process, as it is in danger of being removed or diluted from federal transportation legislation.

Strategy J: Develop typological studies (historic contexts) and strategies to plan for the future of Kentucky's historic resources.

Among the most powerful tools preservationists have are research and education. This twin effort can allow for studies that discount many of the myths associated with preservation and demonstrate its efficacy. Strategy G highlights the needs for more issue-identification and policy analysis on the state level.

Tactic 1: Keep current statistics on the number and type of historic buildings and archaeological sites surveyed.

Tactic 2: Of these surveyed buildings and sites, determine which are most endangered and develop studies promoting their reuse or preservation, following the model of the Historic Schools Survey.

Goal 4: Advocacy and Incentives

Expand financial, legal, and technical assistance and build effective coalitions to preserve historic and prehistoric resources.

Funding and legislative support for historic preservation are essential elements of effective preservation practice. While it is true that planning is an important part of every preservation project, it is also true that these projects cannot succeed without financial, legal, and technical support.

Legislatively, there are many good laws that can be harnessed for preservation efforts, like cemetery protection legislation and enabling to permit local preservation ordinances or tax moratoriums. More work still needs to be accomplished; however, especially with regard to passing a state tax incentive for owners of historic houses. The state would also benefit from the passage of better and more preservation-friendly legislation.

Regrettably, the events of 9-11 and the subsequent budget crises have endangered the important federal / state / local funding partnership – which has been the backbone of the historic preservation movement. For the first time in 2002 and again in 2003, the Kentucky Heritage Council was not able to provide federal or state grants-in-aid for historic preservation projects in communities across the state.⁵¹ The only Heritage Council program with limited grant funds currently available is the African American Heritage Commission's state grant program.

Without seed money, an important balance is lost and local communities are not able to fully support heritage tourism, preserve important local buildings or landmarks, or invest in projects that promote economic vitality from within. Subsequently, without incentives or an alternate means of financial support, these projects may stop altogether.

In spite of this trend, preservation projects continue to be funded through new and different means. Transportation Enhancement grants, Save America's Treasure's Grants, American Battlefield Protection program grants, Community Development Block Grants, and state tourism grants have all been essential to continued preservation efforts. These and other programs have been successful because preservation is an excellent way to achieve other goals, like increased tourism, affordable housing, economic development, and community revitalization. Creating a climate for preservation investment will be crucial in the coming years in both the private and public sectors. Education, preservation-friendly legislation, advocacy, and partnerships will help achieve this end.

Partnerships are an essential element of strong preservation programs. As all preservation is local, then partners at federal, state, and local levels are important. Partners provide monies, support, and elbow grease to get preservation done. Partners are also the people who can build support and educate Kentuckians who don't understand and appreciate the benefits of preservation. Through partnerships, important work gets done.

⁵¹ As required by Section 103 of the National Historic Preservation Act, the Council did provide ten percent of the HPF fund to Certified Local Governments, however, these funds were severely curtailed.

Leadership will be critical as Kentuckians seek innovative approaches to protect our heritage and build thriving communities. It is essential to build support through the new administration of Governor Ernie Fletcher. His leadership and integrity, along with the leadership and integrity of our preservation partners, can bring the practice of preservation in Kentucky to new levels. The following strategies will assist broad-based efforts to garner support and further expand preservation efforts throughout Kentucky.

Strategy A: Increase funding for federal, state and local initiatives for preservation and protection of historic and archaeological resources.

Funding for essential preservation grant programs has been severely curtailed with the state and federal budget crises. As noted before, the Federal Historic Preservation Fund (HPF) has been reduced, and the state grant program, administered by the Heritage Council, has not been funded for over two years. The cut in HPF funds is particularly troubling, as these funds are the primary source in Kentucky for accomplishing survey, CLG work, and National Register listings. In spite of a dire prediction for core preservation programs in the coming years, there are several programs, like TE or Main Street/Renaissance Kentucky that have been successfully used on preservation projects across the Commonwealth. This strategy outlines the need to reinvigorate the essential grant programs and build upon the programs already in place.

Tactic 1: Support restored and increased funding levels for the federal Historic Preservation Fund to Kentucky.

Tactic 2: Increase Transportation Enhancement funds to rehabilitate and restore historic and archaeological resources with a transportation relationship.

Tactic 3: Restore and expand funds to Heritage Council's State Grant Program for rehabilitation, restoration, and archaeological projects.

Tactic 4: Fully fund the Main Street and Renaissance Kentucky programs.

Tactic 5: Seek funds to purchase archaeological sites and to conduct archaeological investigations.

Tactic 6: Educate legislators, government and business leaders and other influential decision makers on the importance of historic preservation programs to economic development in Kentucky.

- a. Demonstrate the effectiveness of preservation initiatives through case studies and statistics, particularly with regard to effectiveness of small preservation grants as seed money to spur further investment.

Tactic 7: Increase funding to Kentucky military heritage sites from the NPS' American Battlefield Protection Program.

Tactic 8: Expand funding for the African American and Native American Heritage Commissions' grant programs.

Tactic 9: Seek funds through the NPS' Save America's Treasures (SAT) Program.

Tactic 10: Utilize preservation easement programs to deliver potential tax benefits to private owners of historic properties.

Tactic 11: Restore funding for all Heritage Council activities and programs.

Strategy B: Fund historic preservation projects and efforts through new and innovative means.

Given that many preservation grant programs have been reduced over the last several years and that the need for these programs always exceeded available funds, it is necessary to look for new ways to fund preservation efforts. As has been done with the TE program, Kentuckians will have to seek ways to creatively finance preservation initiatives. As preservationists, we need to learn to become more sophisticated and aggressive in our approach—to get out of crisis mode through systemic planning to address preservation needs, to publicize success stories and hard-fought losses, to promote advocacy within the larger framework of planning, and to take a critical look at preservation issues and opportunities. This strategy intends to stimulate entrepreneurship and New Economy thinking for preservation initiatives.

Tactic 1: Explore ways to fund preservation housing projects and mixed-use projects with housing as an essential element.

- a. Work with the Kentucky Housing Corporation to access affordable housing monies, like HOME, the FreshRate program, and homeownership and counseling assistance, etc.
- b. Utilize Housing and Urban Development programs to fund private and public projects, like HUD's 203(K) program for rehabbing and repairing single family properties, HOME monies, Low Income Housing Tax Credits, and Community Development Block Grants (CDBG) monies, etc.
- c. Use the Historic Preservation Tax Incentive to rehabilitate historic houses/structures for rental housing.
- d. Develop upper-story housing using HOPE VI funds set aside for Main Street in the 2003 HOPE VI reauthorization bill.
- e. Use USDA Rural Housing Service Programs, like the Home Repair and Grant program or Rural rental housing programs.
- f. Create public-private partnerships on the local level to fund affordable housing for all income groups.
- g. Use the New Market Tax Credit to revitalize downtown housing.

Tactic 2: Develop local incentives for preservation, such as facade loans or grants, revolving funds, land trusts, paint partnership programs, property tax moratoria, low-interest loan pools, gap financing for pioneering projects in areas where the market is currently weak, etc.

Tactic 3: Capitalize on new and little used preservation programs.

- a. Participate in First Lady Laura Bush's Preserve America Program.
- b. Designate National Heritage Areas in Kentucky; this designation comes with a commitment of \$10 million over a period of 12 years.
- c. Utilize sales tax abatement for repairs and rehabilitations in state Enterprise Zones (KRS Chapter 154).
- d. Fund and staff activities of the Military Heritage Commission.
- e. Explore use of Tobacco Resettlement monies for rural preservation initiatives.
- f. Use New Market Tax Credits for historic preservation projects.
- g. Explore use of Heritage Land Conservation Fund monies.
- h. Use Kentucky Cemetery Preservation program funds, through the state Department for Local Government, for preservation, interpretation, and research on historic cemeteries and individual grave sites.

Tactic 4: Utilize cultural heritage tourism incentives to stimulate preservation work.

- a. Pay particular attention to: the Kentucky Tourism Development Act of 1996; House Bill 372, or alteration of tax increment financing (TIF) for tourism projects; and the tourism development loan program.
- b. Tap into Southern and Eastern Kentucky Tourism Development Association (SEKTDA) programs for tourist development.

Tactic 5: Seek non-governmental funding support for historic preservation activities from industrial, commercial, trade and professional associations and organizations as well as from individuals and philanthropic foundations.

Tactic 6: Increase monies for preservation initiatives in state and local budgets.

Tactic 7: Emphasize the need to use multiple incentives in combination for preservation projects; there is typically not a single funding source for preservation projects.

Tactic 8: Utilize other methods to obtain money for preservation programs on the state and local levels.

- a. Fees can be charged and held for preservation efforts through the following sources: state income tax return check-offs, preservation specialty license plate fees, impact or project review fees, real estate transfer tax, dedicated commodity taxes, user fees, resource exploitation fees, etc.

Strategy C: Retain existing laws and develop new legislation to provide adequate protection for threatened historic resources, enhance preservation initiatives, and ensure a framework for effective practice.

Serious threats have arisen over the last several years that would weaken preservation legislation at the federal level. Issues include ongoing uncertainty about proposed changes to provisions in the federal Historic Rehabilitation Tax Credit and debates about streamlining the environmental review process and 4(F) for federal highway projects. At the state level, efforts must be ongoing to keep smart growth a high priority on the minds of legislators and to promote incentives, such as a state tax credit for owners of historic houses. Locally, communities must be encouraged to establish ordinances and design guidelines that protect historic districts. Globally, much remains to be done to safeguard laws already on the books and garner support for new legislation that could be a win-win situation for the fledgling economic situation. This strategy deals with tactics to protect and promote sensible legislation that benefits all Kentuckians.

Tactic 1: Educate and inform about federal preservation laws and programs.

- a. Encourage increased participation in federal Lobby Day on Capitol Hill.
- b. Maximize opportunities via the three-year National Trust public service campaign.
- c. Expand educational opportunities to diverse audiences to promote a national preservation culture.
- d. Support efforts to retain the effective 4F environmental review process and to maintain the Transportation Enhancement (TE) program.
- e. Encourage participation in Preserve America

Tactic 2: Educate state legislators, government and business leaders, and other influential decision makers on the importance of historic preservation to a multitude of social, cultural, and economic issues in Kentucky.

- a. Establish a Lobby Day in Frankfort similar to national historic preservation Lobby Day in conjunction with Preservation Kentucky.
- b. Sponsor candidate forums to determine support for preservation initiatives.
- c. Capitalize on momentum of lobbying network that has sprung from the current funding crisis.
- d. Create a signature, statewide event for Preservation Week.
- e. Retain the Main Street/Renaissance Kentucky program and Smart Growth Initiatives.

Tactic 3: Promote grassroots participation and advocacy.

- a. Participate in local preservation advocacy organizations.
- b. Join Preservation Kentucky.
- c. Join neighborhoods associations, and other groups to promote preservation.

Tactic 4: Create a state historic homeowner's tax credit of 30% for owners of historic properties.

- a. Emphasize that such a tax credit would not only assist property owners but spur redevelopment in neighborhoods in a number of important ways.
- b. Demonstrate that offset tax revenues would be regained through enhanced property taxes, sales taxes, and new jobs created through this economic stimulus.

Tactic 5: Enforce and strengthen existing state laws with regard to looting or tampering with archaeological sites and cemeteries.

Tactic 6: Retain current or develop new federal, state, and local legislation that would provide protection or assistance for historic properties.

- a. Retain the effective 4(f) process.

Tactic 7: Vote for supporters of historic preservation.

- a. Encourage candidates to include preservation in their platforms.

Tactic 8: Encourage preservationists to run for office utilizing a preservation and smart growth platform.

Tactic 9: Encourage local governments and school boards to adopt KRS 45-A, which grants legal authority to obtain surplus school properties for a nominal cost if they are to be used for a public purpose.

Tactic 10: Encourage local governments to adopt KRS 99.595-99.605, the property assessment tax moratorium, which freezes property tax assessments at pre-rehabilitation rates for a period of five years on historic rehabilitation and restoration projects.

Tactic 11: Educate local officials and government agencies about Chapter 34 of the Kentucky Building Code, which provides for variances for historic buildings.

Tactic 12: Pass local ordinances that address demolition by neglect in local historic districts.

Tactic 13: Develop a State 106 Review process that would allow consideration of all state-owned historic buildings and sites, similar to the federal review process.

Strategy D: Strengthen and develop partnerships among diverse groups.

Partnerships have long been the key to successful historic preservation initiatives in Kentucky. Continued success means not only strengthening relationships with traditional preservation constituencies but also building a broader base of support through partnering with new audiences that could infuse energy into the movement. This requires aligning with previously untapped organizations that have similar goals, looking at partnerships in creative ways, and reaching out to those who lack a basic understanding of preservation principles and the potential benefits they offer. Also, these efforts lay the foundation for establishing a strong preservation culture as well as a cohesive mechanism for relaying a unified message. This strategy deals with achieving these ends.

Tactic 1: Build awareness and appreciation of preservation among new leadership in the state.

- a. Let your legislator and the Governor know how preservation has benefited your community.
- b. Share preservation success stories with new state leaders.

Tactic 2: Work with the Kentucky Commerce Cabinet to increase promotion and development of heritage tourism to Kentucky's historic sites.

- a. Support tourism development activities in downtowns and urban areas.
- b. Seek untapped agri-tourism opportunities in rural areas.
- c. Develop historic structures into tourist attractions.
- d. Promote an understanding that well-preserved thriving communities are tourist attractions in and of themselves.
- e. Think regionally in terms of promoting tourist destinations and packages.
- f. Tie travel promotions to Kentucky's New Economy initiatives to attract potential businesses and residents.

Tactic 3: Develop relationships with the banking and insurance industries.

- a. Attend statewide banking and insurance organization and professional meetings to network, build support, and create an ongoing dialogue about preservation.
- b. Advocate developing loan programs, niche lending, and low-cost insurance opportunities for owners of historic properties.
- c. Conduct seminars on the benefits of lending and insurance for historic rehabilitation and reuse.
- d. Earmark special development funds for worthwhile projects – i.e. projects in downtowns or historic districts.
- e. Educate borrowers of home improvement loans to preserve and reinvest in what they have – i.e. maintain original siding vs. replacement.

Tactic 4: Educate real estate appraisers who rely on using sales prices of "comparable" properties to establish values for lending purposes.

- a. Examine ways to establish values that fairly represent historic properties.
- b. Conduct appraiser-training workshops utilizing information from the National Trust for Historic Preservation and National Park Service.

Tactic 5: Create a buyers network and provide education for historic homeowners or those interested in purchasing a historic home or building.

Tactic 6: Partner with the Commerce Cabinet, the Kentucky African American Heritage Commission, and the Kentucky Native American Commission to promote historic and cultural resources that reflect the diversity of Kentucky's population.

Tactic 7: Work with the Kentucky Department for the Blind, the Commission on the Deaf and Hard of Hearing, and groups representing other special populations to develop a plan for the full participation of their constituents in the programs, activities and products of historic preservation agencies and organizations at all levels.

Tactic 8: Build a coalition of partners among arts and humanities groups, which traditionally compete against each other for funding or recognition.

Tactic 9: Build coalitions with environmental groups, recognizing a shared agenda of conservation of open space, cultural landscapes, and environmental treasures of Kentucky's built and natural environment.

Tactic 10: Create strong statewide advocates among diverse interests.

- a. Target groups such as the Kentucky Association of Realtors, the Kentucky Chapter of the American Institute for Architects, the Kentucky Homebuilders Association, the Kentucky League of Cities, the Kentucky Farm Bureau, the Kentucky Bar Association, developers, landscape architects, Certified Public Accountants, church leaders, the thoroughbred industry, conservation and environmental groups, neighborhood associations, rotary clubs, veteran's organizations, newspapers and their editorial boards, and opinion leaders.
- b. Include state and federal agencies such as the Administrative Office of the Courts, the Department of Transportation and county transportation officials, the U.S. Postal Service, the Department for Military Affairs, etc.
- c. Assist with information and expand communications networks via the Internet.
- d. Develop training sessions and offer continuing education credits for professionals.
- e. Attend statewide meetings of these groups to build networks, advocate for preservation and create an ongoing dialogue.
- f. Reach out to new immigrants to Kentucky, so that they may appreciate our shared heritage, like Hispanics, Asian Americans, etc.
- g. Educate elderly populations with regard to estate planning, preservation easements, use of historic buildings as retirement housing, and perpetuating stewardship of historic properties.

Tactic 11: Incorporate a diverse, integrated, and multicultural approach to historic preservation programs and activities.

For more information on preservation advocacy in Kentucky, please contact Preservation Kentucky at 1.270.358.9069 or on the web at: <http://www.preservationkentucky.org/>.

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Appendix One:

Take action in your community: Action Agendas

What can I do to help preserve historic places in my community?

- Learn about the historic places in your community
- Make sure the historic places in your community are documented on the state historic resource survey. Maintain an updated local inventory with photographs, descriptions, and information on history, ownership, and current conditions
- Support the protection of local historic places through local ordinances and local historic districts.
- Coordinate a walking tour of historic neighborhoods in your community
- Buy a historic building and return it to active use
- Create an exhibit of photographs or other memorabilia that represent historic buildings no longer standing in your community. Show what has taken the place of these buildings in your exhibit
- Organize a neighborhood organization to network resources and information
- Advocate for historic preservation strategies to be included in your community's comprehensive plan for development.
- Coordinate a series of workshops or speaker presentations on historic preservation techniques and/or the history of your community.
- Coordinate a training event to showcase preservation techniques, as work is completed on a local historic building.
- Become a member of Preservation Kentucky, the statewide nonprofit preservation organization

What can I do if a local historic building is threatened with demolition?

- Identify the owner
- Contact the owner directly to ask about plans and reasons for action, if possible coordinate your efforts with local preservation groups, so that only one person phones the owner
- Offer suggestions for incentives to keep the building, like tax credits, case studies showing potential adaptive uses, options for selling to a new owner, and other alternatives to demolition. Also, note that demolition can negatively affect property values in the area
- Request a delay of demolition for at least 30 days to explore other options
- Call your local government to assure that all required permits and reviews have been completed as required for demolition
- Consider a media campaign to protest the loss of historic building if other negotiating options are exhausted

- Document the building through photographs and measured drawings to create a record in case battle is lost
- If building is demolished, use the loss as a catalyst for establishing additional opportunities for public review of proposed demolitions, like local historic districts
- Ensure that proper maintenance of empty or abandoned buildings is enforced
- Investigate local, state, and federal incentives available for investment in rehab of historic buildings and share this information with the owner
- Purchase and stabilize the building

What can I do to better educate the children and youth of my community about local historic places?

- Sponsor a student essay, poster, photo, art, or speech contest on a theme based on historic places or historic preservation
- Recruit an advisory team of local teachers to suggest lesson plans or units that use local historic places as resources to reinforce skills and educational content they are focusing on in the classroom
- Invite local teachers to an annual tour of local historic places to ensure they can share information with their students
- Sponsor a junior historian club that undertakes preservation activities and projects as well as local historic research in your community
- Invite local youth to be advisory board members of your Main Street, neighborhood organization, or local preservation organization
- Create opportunities for children and youth to visit and tour local historic neighborhoods, districts, and places on a regular basis
- Sponsor an Architectural Detail Scavenger Hunt to encourage increased awareness of historic buildings in your community
- Sponsor an “Adopt-A-Building” project for children and youth in which they select a building to research and develop plans for how it can be adapted to a new use
- Highlight historic schools in your community through local media outlets
- Invite students to display art work in downtown locations

What can I do if a federally funded, permitted, or licensed project impacts a local historic place?

- The earlier you learn about proposed federal actions, the greater your chance of influencing the outcome of Section 106 review
- Learn more about the history of your neighborhood, city, or state. Join a local or statewide preservation, historical, or archeological organization. These organizations are often the ones

first contacted by federal agencies

- If there is a clearinghouse that distributes information about local, state, tribal, and federal projects, make sure you or your organization is on their mailing list
- Make the State Historic Preservation Office aware of your interest
- Become more involved in state and local decision-making. Ask about the applicability of Section 106 to projects under state, tribal, or local review
- Does your state, tribe, or community have preservation laws in place? If so, become knowledgeable about and active in the implementation of these laws
- Review the local newspaper for notices about projects being reviewed under other federal statutes, especially the National Environmental Policy Act (NEPA). Under NEPA, a federal agency must determine if its proposed actions will significantly impact the environment. Usually, if a federal agency is analyzing a project's environmental impacts under NEPA, then it must also complete a Section 106 review
- By law, U.S. citizens have a voice when federal actions will affect properties that qualify for the National Register of Historic Places, the Nation's official list of historic properties. *Protecting Historic Properties: A Citizen's Guide to Section 106 Review* is designed to help citizens make their voices heard. This publication is available from the Advisory Council on Historic Preservation, 1100 Pennsylvania Ave. NW, Suite 809, Washington, DC 20004 (phone 202-606-8535) and is also online at <http://www.achp.gov/pubs-citizensguide.html>

What can I do if I own a historic home?

- Research the history of your house. Look at deeds to find out owner's names, wills and probate inventories to see what kinds of furniture and other consumer goods they had, look at city directories to find out what they did for a living and who was living in your house. This may take an effort over an extended amount of time. Collect the information and be prepared to pass it on to the next owner
- Follow the basic rule of "Repair rather than Replace." Become familiar with the federal standards for rehabilitation that serve as guidelines for work done on all historic buildings. These are available online at <http://www2.cr.nps.gov/tps/tax/rehabstandards.htm>
- Research products before applying to your house. Products such as replacement siding, liquid vinyl siding, replacement windows are not always appropriate for historic properties and may ultimately shorten the life of your home
- Determine if your home is listed in or eligible for listing in the National Register of Historic Places
- Become familiar with publications and organizations that provide technical and informational assistance to historic homeowners: the Kentucky Heritage Council, the National Park Service, Preservation KY, Inc., Old House Journal, National Trust for Historic Preservation, etc.
- Join your local neighborhood association or preservation organization to encourage other homeowners in their restoration and rehabilitation efforts
- Ask your library to establish a section of resource publications on historic houses
- Participate in open houses or walking tours that highlight the historic aspects of your home and your neighborhood

- Attend conferences and training events sponsored by preservation organizations
- Photograph the improvements and changes you make to your historic home
- Comply with all local, state, and federal regulations for all changes and improvements made to your historic house
- Become informed about local historic district ordinances and local design guidelines and how they can benefit your efforts to improve and increase the value of your property
- Meet with local lenders to establish low interest loan funds for historic properties
- Consider easements or covenants as a way to ensure ongoing preservation of your home
- Research historic landscaping to coordinate your yard with the historic integrity of the house

What can I do to help revitalize my historic downtown?

- Shop downtown frequently. Interact with local merchants and make suggestions for items and services that will keep you coming back
- Become a member of your local Main Street organization
- Participate in local events and festivals that are held downtown
- Communicate your interest to City Hall and share any concerns you have about your downtown
- Find out about local zoning and development regulations to determine if they encourage investment in downtown buildings. Work with city hall to minimize sprawl development by encouraging investment in the downtown
- Consider living downtown in an upper floor apartment or in an adjacent residential neighborhood
- Eat downtown at locally owned and operated restaurants
- Encourage government offices to remain or locate their offices in the downtown area – especially in historic buildings
- Advocate for community anchors – like the library, post office, theatres, churches, etc – to remain downtown
- Attend a church in your downtown
- Work downtown
- Learn more about the history and the buildings in your downtown
- Park and walk. Help identify ways to improve access to parking areas
- Meet with local lending institutions and encourage low interest loans for businesses in historic buildings
- Coordinate training events for property owners on building rehab and maintenance

What can I do as a state or local lawmaker?

- Pass preservation-friendly legislation
- Include preservation funding in the budget
- Use preservation as an economic development strategy, emphasizing tourism and job creation
- Recognize the financial savings of encouraging compact development in areas with existing infrastructure, like roads, sewer lines, etc.
- Create and maintain a preservation office on the local level. See: <http://www2.cr.nps.gov/workingonthepast/index.htm>
- Become a member of Preservation Kentucky, the statewide nonprofit preservation organization

The following suggestions are listed on National Trust web site —

Protecting America's heritage can be easy and fun. Below are 10 simple ways to preserve historic places.

1. Explore your family's history. Show your kids the places where you went to school or where you got married; take your parents to a place that's important in your life.
2. Walk or bike. Getting out of your car allows you to appreciate the buildings and parks that make up the place you live, and you'll also have a much better chance of catching up with your friends and neighbors.
3. Shop on Main Street. Traditional commercial districts not only have appealing buildings-look up and admire the detail of the upper floors-but they also feature locally-owned stores that are vital parts of your community.
4. Tour your hometown. Visit a historic site in your area or stop by the local historical society or museum. Check the events calendar in the newspaper or on the Web, then go to one of the street fairs or ethnic festivals or neighborhood tours you've always meant to enjoy.
5. Read all about it. Every community has a book about its local history, and many have more than one. They're available at the local library (often a historic place itself) or at the historical society.
6. Entertain yourself surrounded by history. Attend live performance or movie at a historic theater, or eat at a restaurant in an historic building. If you like the atmosphere, tell the owner or host.
7. Join an organization — even better, more than one — dedicated to preservation. Become [a member of the National Trust](#) on-line, or find out about [groups in your area](#).
8. Sleep in a historic place. There are historic inns and b&b's across the country; many of the best are members of the Trust's [Historic Hotels of America](#).
9. Ask your neighbors about your neighborhood. Talk to people who've lived on your street longer than you have. Find out what they remember about living there, and about the people who have moved on.
10. Visit some sacred history. Churches are often among a community's oldest and most beautiful buildings, and cemeteries reveal the fascinating lives those who came before.

Appendix 2:

Listing of State Statutes Relevant to Historic Preservation

1. KRS 82.026—Historic Preservation Commissions

The legislative body of any city may enact ordinances to establish local historic preservation commission to qualify for receiving historic preservation funding provided that they comply with the 1966 National Historic Preservation Act. These cities are referred to as Certified Local Governments.

2. KRS 82.650, KRS 82.660, & KRS 82.670 —Overlay Historic Districts (Cities)

A city legislative body, except for urban-county governments, may create one or more overlay districts to allow additional regulation for design standards and development within any area of the city determined to be suitable for preservation and conservation. The statutes give provisions for the creation of the districts, contents of the ordinance, the effect of establishment of districts, and the enforcement of overlay district regulations.

3. KRS 67.083(3)(y)&(9)—Powers of Fiscal Court & Preservation of Historic Structures (Counties)

A county fiscal court may enact legislation necessary for the preservation of historic structures. However, prior to exercising such authority, an agency of county government exercising this authority must obtain the voluntary written consent of the owner of the structure.

4. KRS 100.201—Land Use Regulations & Protection for Historic Districts

Interim and permanent land use regulations authorized. Land use regulations and zoning may be enacted when all elements of the comprehensive plan have been adopted and can be employed to enhance the visual or historic character of the unity and to protect historic districts. Comprehensive zoning was upheld by the U.S. Supreme Court in the case of Euclid v. Ambler Realty Co., (1926). This statute provides for land use and zoning regulations in certain urban residential zones where a majority of the structures were in use prior to November 22, 1926, and the area either embodies the distinctive characteristics of a type, period or method of construction or represents a significant and distinguishable entity whose components may lack individual distinction.

5. KRS 100.203 (1)—Content of Zoning Regulations & Special Interest Districts (City & County)

This section provides for the contents of zoning regulations and allows for provisions of variances and conditional use permits. Zoning regulations may be enacted and used by cities or counties to regulate what are referred to by statute as “districts of special interest to the proper development of the community.” They include but are not limited to exclusive use districts, historic districts, planned business districts, planned industrial districts, renewal, rehabilitation and conservation districts, planned neighborhood and group housing districts.

6. KRS 100.203 (8)—Content of Zoning Regulations & Special Provisions for Urban- County Governments

This section of the statute contains a special provision for urban-county governments allowing the zoning regulations to provide for (1) restriction of the use of property affected to a particular use or a particular class of use or a specified density within those permitted in a given zoning category, (2) imposition of architectural or other visual requirements or restrictions upon development in areas zoned historic, and (3) imposition of screening and buffering restrictions upon the subject property.

7. KRS 100.127(3)—Advisory Board to Zoning Administrator

If a planning unit has adopted regulations for historic districts under KRS 100.201 and 100.203, the planning unit can create a three to five member board to advise the zoning administrator regarding issuance of permits. The board will be guided by standards and restrictions of the community’s comprehensive plan and by the historic district regulations adopted by the planning unit.

8. KRS 100.187(5)—Historic Preservation Element in Comprehensive Plan

Provides for the inclusion of historic preservation in the comprehensive plan.

9. KRS 171.3801—Establishment of Kentucky Heritage Council

Establishes the Kentucky Heritage Council of not more than sixteen members appointed by the Governor, and the establishment of the heritage division to provide staff services.

10. KRS 171.381—Duties and functions of Council and the State Historic Preservation Officer (SHPO)

List functions and duties of the Kentucky Heritage Council and the State Historic Preservation Officer relative to the preservation and protection of all vestiges of Kentucky heritage, including the conservation and continuing recognition of buildings, structures, sites, and other landmarks associated with the archaeological, cultural, economic, military, natural, political, or social aspects of Kentucky’s history.

11. KRS 171.382—Proposed Nominations to National Register of Historic Places

The statute sets forth the state's duties and functions in the nomination of property to the National Register of Historic Places under the National Historic Preservation Act of 1966.

12. KRS 171.383—Designation of Covered Wooden Bridges as Shrines

The heritage division designates all covered wooden bridges in state as state shrines.

13. KRS 171.384—Historic Preservation Review Board

Establishment of the Historic Preservation Review Board for review of nominations to the National Register of Historic Places.

14. KRS 171.385 & KRS 171.387—Creation of Washington Historic Township Commission

The Commission was established in 1972 to plan and undertake the general restoration and development of Washington, Kentucky as a late eighteenth and early nineteenth century frontier town. Status report was due in 1974 and the commission could continue to exist until such time as the Governor may terminate its existence.

15. KRS 171.388—Heritage Farms

Simply created a register of heritage farms to be established by the Kentucky Heritage Council. No restrictions or benefits attached to the recognition as a heritage farm.

16. KRS 171.800 & KRS 171.805—African American Heritage Commission

Establishes the Kentucky African American Heritage Commission and sets forth its duties and functions. The Commission is attached to the Kentucky Heritage Council for administrative purposes and the African American Heritage Division is established as a branch of the Kentucky Heritage Council.

17. KRS 2.230 & Executive Order 96-272—Native American Heritage Commission

Establishes the Kentucky Native American Heritage Commission attached to the Kentucky Heritage Council for administrative purposes. Also establishes and recognizes November of every year as Native American month in Kentucky.

18. KRS 11.026 & KRS 11.027—Establishment of Historic Properties Advisory Commission

A Commission established to provide attention to the maintenance, furnishings, and repairs of the executive mansion, old governor's mansion, and the new state capitol.

19. KRS 148.815—State Parks Commission

Creation of the State Parks Commission to provide oversight and advice on the parks capital maintenance and renovation fund, capital construction, parks mission, and management. The Executive Director of the Kentucky Heritage Council is one of standing members of the Commission.

20. KRS 177.107-177.109—Transportation and Tourism Interagency Committee

Committee is established to foster close collaboration between the Tourism Development Cabinet and the Transportation Cabinet on policies that affect the tourism industry and to place strong emphasis on the coordination of mutual interests such as highway signage, scenic byways, highway safety, and concern of the state's beauty and heritage. Duties and responsibilities of the Committee are listed. The Executive Director of the Kentucky Heritage Council appoints one member of the Committee.

21. KRS 177.571-177.576—Designation of Scenic Byways or Scenic Highways

Creation of a state system of scenic byways and scenic highways. The Transportation Cabinet, in coordination with the Tourism Development Cabinet and the Kentucky Heritage Council, shall promulgate regulations. The legislation also sets forth criteria for designation, maintenance, identification signage, and outdoor advertisement.

22. KRS 383.800-383.860—Conservation Easements

Enacted in 1988, this legislation allows for the conveyance of conservation and preservation easements to qualified holders to retain and protect the "natural, scenic or open-space values of real property, assuring its availability for agricultural, forest, recreational, or open-space use, protecting natural resources, maintaining or enhancing air or water quality, or preserving the historic, architectural, archaeological, or cultural aspects of real property." Easements may run in perpetuity or for a term of years. They do not restrict the right of eminent domain.

23. KRS 65.410-65.464—Local Scenic Easement Law

Allows for local legislative bodies to obtain scenic and recreation easements for purposes of providing land for "park development, restoration or preservation of scenic beauty, restoration or preservation of areas for historical interest, community

development purposes and similar public purposes.” The local legislative bodies can acquire by purchase, gift, lease, bequest, or otherwise title to or any interest or rights in real property that will provide a means for the preservation or provision of permanent open-space land. Easements may run in perpetuity or for a term of years, but may not be acquired through eminent domain. The value of the interest held by the local legislative body is exempt from property taxation.

24. KRS 164.705-164.735 & 164.990 —Archaeological Protection Laws/ Penalties

Prohibition against injury, destruction, or defacing any archaeological site or object of antiquity situated on land owner for leased by the state, any state agency or any political subdivision or municipal corporation of the state. A permit is required for excavation through the Department of Anthropology of the University of Kentucky. The Department may enter into contracts or cooperative agreements with private landowners for preservation and exploration and purchase of sites or objects of antiquity. There are penalties for violation of these statutes. For purposes of this section, archaeological site means “a place where articles of valued in the scientific study of historic or prehistoric human life and activities may be found, such as mounds, earthworks, forts, mines, burial grounds, graves and village or camp sites of Indians or any aboriginal race or pioneers.” For purposes of this section, object of antiquity means “ruin, monument, relic, bone deposit, artifact, or any product of human workmanship of Indians or any aboriginal race or pioneers.”

25. KRS 433.871-433.885—Cave Protection/Penalties

Requires the written permission of the property owner and the state archaeologist prior to excavating or removing any archaeological, paleontological, prehistoric or historic features of any cave. Prohibits defacing, destroying, or removal of cave and mineral deposits without written permission from owner. Penalties for violations may apply.

26. KRS 171.313—Cemetery and Burial Protection Laws

Mandates that the Kentucky Historical Society collect, maintain, preserve, categorize and cause to be published necessary information concerning Kentucky family cemeteries.

27. KRS 525.105 & KRS 525.110—Desecration of Venerated Objects

Desecration of venerated objects is the intentional excavation or disinterment of human remains for the purpose of commercial sale or exploitation of the remains themselves or of objects buried contemporaneously with the remains. First Degree offense is a Class D felony and Second Degree offense is a Class A misdemeanor.

28. KRS 72.025(10)—Cemetery and Burial

Coroners are required to perform a post-mortem examination when human skeletonized remains are found.

29. KRS 154.29-010-154.29-060—Kentucky Tourism Development Act

This is an incentive for developers of approved new or expansion tourism projects to recover 25% of the cost of the project. On an annual basis the Kentucky Revenue Cabinet will return to developers of approved projects the state sales tax paid by visitors to the attraction on admission tickets, food and gift sales and lodging cost. Developer has ten years to reach the 25% threshold. An expanding attraction receives the incentive on increased sales tax due to the expansion. In 2000, the statute was amended to include lodging facilities that involve the restoration or rehabilitation of a structure that is listed individually in the National Register of Historic Places or are located in a National Register Historic District and certified by the Kentucky Heritage Council as contributing to the historic significance of the district, and the rehabilitation or restoration project has been approved in advance by the Kentucky Heritage Council. Approved projects must meet certain criteria such as attract 25% of its visitors from out-of-state, cost more than one million dollars, and be open to the public for a minimum of 100 days per year.

30. KRS 103.200-103.285—Issuance of Bonds

These sections relate to the issuance of negotiable bonds by a city or county to help defray the cost of acquiring industrial building and pollution control facilities. KRS 103.200 defines “building” or “industrial building” and includes in its definition “any activity designed for the preservation of residential neighborhoods, provided that such activity receives approval of the heritage division and insures the preservation of not fewer than four family unity,” and “any activity, designed for the preservation of commercial or residential buildings which are on the National Register of Historic Places or within an area designated as a national historic district or approved by the heritage division,” and “any activity, including new construction, designed for revitalization or redevelopment of downtown business districts as designated by the issuer.”

31. KRS 99.595-99.605—Property Assessment Moratorium

Any local government may establish by ordinance a program to grant property tax assessment moratoriums to property owner as an inducement toward the repair, rehabilitation or restoration of real property at least 25 years of age. Property qualifying for the moratorium will have its assessment frozen at the pre-rehabilitation level or a period not to exceed five years. At the expiration of the moratorium the property will be reassessed at its fair market value. The frozen assessment shall be applicable only with regard to the taxes imposed by the governmental unit granting the moratorium.

32. KRS 99A.030(3)—Codes Applicable to Residential Buildings within a Redevelopment Zone

In neighborhood redevelopment zones, the United States Secretary of Interior's Standards of Rehabilitation shall apply to the rehabilitation of the exterior of any housing listed individually in the National Register of Historic Places or located in an historic district listed on the National Register of Historic Places.

33. KRS 177.076-177.079—Limited Supplemental Guide Signs

References historic sites as cultural or educational site that are officially listed in the National Register of Historic Places relative to official highway guide signs erected by the Department of Highways to give directions.

34. KRS 350.070 and KRS 350.085—Surface Mining-Denial of Permits and Operations and Permit Revisions.

An application for a permits of surface coal mining operation will not be approved if its adversely affects a place listed on the National Register of Historic Places, a wild river or a state park unless adequate screening and other measures as approved by the Natural Resources Cabinet are incorporated into the permit application. Incidental boundary revisions for surface coal mining permits will be deemed minor revisions if they do not involve properties designated as unsuitable for mining, or any properties eligible for listing on the National Register of Historic Places.

Appendix 3:

Listing of Federal Laws Relevant to Historic Preservation

Prepared by Kentucky Heritage Council

1. 16 U.S.C. Sections 470(a) to 470(w-6)—National Historic Preservation Act of 1966

This is the key federal law that establishes a federal policy for the preservation of cultural and historic resources in the United States. It establishes a national preservation program and a system of procedural protections, which encourages both the identification and protection of historic resources at the federal level, and indirectly at the state and local level.

2. Section 47 of the Internal Revenue Code (Tax Reform Act of 1986, PL 99-514) & 36 C.F.R. Parts 67 & 68 (The Secretary of the Interior's Standards for the Treatment of Historic Properties and Standards for Rehabilitation)—Preservation Tax Incentives for Historic Buildings

Allows a federal tax credit of 20% for the certified rehabilitation of certified historic structures. This credit is available for properties rehabilitated for commercial, industrial, agricultural, or rental residential purposes, but it is not available for properties used exclusively as the owner's private residence. A 10% tax credit is allowed for the rehabilitation of non-historic, non-residential buildings built before 1936. This credit is not available for rental residential property or property used exclusively as the owner's private residence.

3. 36 C.F.R. Parts 60 & 65—National Register and National Historic Landmarks

Contains the criteria for the evaluation of property nominated for inclusion in the National register of Historic Places and regulations governing the designation of property as National Historic Landmarks.

4. 36 C.F.R. Part 800—Section 106 Review

Requires that federal agencies consider the effects of their actions on historic resources before funding, licensing, or otherwise proceeding with projects that may affect historic resources listed in, or eligible for listing in the National Register of Historic Places. In consultation with the State Historic Preservation Officer, the federal agency must identify all historic resources that the undertaking may affect. If historic resources are identified, an assessment is made as to whether the undertaking will have an adverse effect or no adverse effect. If an adverse effect is found to exist, the

agency must consult with the State Historic Preservation Officer and any others who may ask to be consulting parties in an effort to find ways to mitigate the adverse effect. This review process encompasses not only federal funded highways, but also projects receiving federal funds such as water project and project regulated by the federal government such as communication towers.

5. 49 U.S.C. Section 303—Section 4(f) of the Department of Transportation Act of 1966

Provides substantive protection for historic properties by prohibiting federal approval or funding of transportation projects that require the “use” of any historic site, public park, recreation areas, or wildlife refuge, unless (1) there is “no feasible and prudent alternative to the project”, and (2) the project includes “all possible planning to minimize harm to the project.” The term “use” also includes not only a direct taking, but also a substantial impairment of the value of the property.

6. 42 U.S.C. Sections 4321-4347—National Environmental Policy Act

Requires environmental impact statement for all major federal actions significantly affecting the quality of human environment, including not only natural resources but also cultural and historic resources.

7. 16 U.S.C. Section 470aa-mm & 43 C.F.R. Part 7—Archaeological Resources Protection Act of 1979

Principal federal law protecting archaeological resources on all federal and Indian lands. It establishes a permit application process for the excavation and removal of archaeological resources located on these lands. Provides for the imposition of civil and criminal penalties for specific violations. The regulation concerning this Act have been implemented and adopted by the Departments of the Interior, Agriculture, and Defense and the Tennessee Valley Authority.

8. 16 U.S.C. Section 431-433—Antiquities Act of 1906

Imposes criminal sanctions for the destruction of historic or prehistoric sites on federally owned or controlled land without a permit.

9. 25 U.S.C. Sections 3001-3013—Native American Graves Protection and Repatriation Act of 1990

Provides for repatriation on Native American human skeletal material and related sacred items and object of cultural patrimony. Also allows for the imposition of criminal penalties for the illegal trafficking in human remains and burial items.

10. 30 U.S.C. Section 1201—Surface Mining Control and Reclamation Act (SMCRA)

Governs the regulation of surface mining activities in the United States. The act provides protect for historic resources that would be adversely affect by mining operations.

OSM is also required to comply with Section 106 of the NHPA in regulating surface coal mining. The term “undertaking “ includes state and local permitting programs operation under delegated federal authority, such as the state regulatory programs set up under SMCRA.

11. 16 U.S.C. Section 470h-2(a)—Section 110(a) of the National Historic Preservation Act

Imposes additional responsibilities on federal agencies that own or control historic properties or sites such as historic office buildings, military installation, or battlefields, and cemeteries. Among other things, federal agencies are required to locate, inventory, and nominate properties to the National Register, assume responsibility of preserving historic properties and use historic buildings to the “maximum extent possible.”

12. Section 170 of the Internal Revenue Code and Tres.Reg. 1.170A—Qualified Conservation Contribution

Historic resources may be preserved through the donation of partial interests in property, usually referred to as preservation or conservation easements. Owners of historic properties who donate easements or partial interests in their property, to qualified preservation or conservation organizations, may be eligible for a charitable contribution deduction.

13. Section 2031(c) of the Internal Revenue Code—Taxpayer Relief Acts of 1997 & 1998

In 1997 a section was added to the Code that provided an exclusion from estate tax for certain land subject to a “qualifying conservation easement.” In 1998 the Code was amended to allow an estate tax charitable deduction when a qualified conservation easement is donated after the death of the decedent (a post-mortem donation) and before the decedent’s estate tax return is filed. Excluded from the 1998 provision are easements that have more than a de minimis use for a commercial recreational activity and easements that are purely for historic preservation and do not meet the conservation elements of Section 170(h) of the Treas. Reg.

14. 23 U.S.C. Section 101 and Section 133—Intermodal Surface Transportation Efficiency Act of 1991

Requires that ten percent of the new federal Surface Transportation funds be available for transportation enhancement activities such as facilities for pedestrians and bicycles, acquisition of scenic easements and scenic or historic sites, scenic or historic highway programs, landscaping and other scenic beautification, historic preservation rehabilitation and operation of historic transportation buildings, structure, or facilities (including historic railroad facilities and canals), preservation of abandoned railway corridors (including the conversion and use thereof or pedestrian or bicycle trails), control and removal of outdoor advertising, archaeological planning and research and mitigation of water pollution due to highway runoff.

